



TONGA SAFETY & PROTECTION CLUSTER TERMS OF REFERENCE (TORs)

Version 6

1. Background

According to the World Risk Index, Tonga is ranked as the 2nd nation in the world most prone to disasters. Natural hazards and disasters most likely to affect Tonga include:

- Tropical cyclones bringing high winds, heavy rainfall and or storm surge to all or parts of Tonga
- Earthquakes or landslides threatening lives, homes and other infrastructure
- Tsunami following an earthquake, affecting low-lying areas of the country, particularly the smaller low-lying islands and the flatter northern part of Tongatapu
- Volcanic eruptions either from uninhabited offshore vents or from active volcanoes
- Drought affecting all or part of Tonga, creating food and water insecurities
- Epidemics or pandemics creating health emergencies.

While entire communities may be affected by disasters, some groups and individuals can be particularly vulnerable. This includes but is not limited to: women, children, youth, the elderly, people with disability, sexual minorities, single headed households, people without formal access to land, people living in poverty, remote communities and religious or ethnic minorities.

Protection problems in emergencies might take the form of discrimination, violence, abuse, exploitation, deliberate deprivation or neglect of vulnerable people within the affected population. Some of these problems may have existed in the community before the disaster. Others may arise as a consequence of humanitarian assistance and the way in which emergency relief activities are designed and delivered. Prevailing gender inequalities are also a key factor influencing women and girls, as well as men and boys' experiences that can affect their access to humanitarian assistance.

Protecting human rights (e.g. the right to life, safety, dignity and non-discrimination) and promoting equality is central to humanitarian action and in disaster preparedness, response, and recovery. '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, e.g. human rights law, international humanitarian law. Furthermore, it is the responsibility of humanitarian actors to ensure that every person has equitable access to humanitarian and development assistance, according to their respective needs.

2. Purpose of the Safety and Protection Cluster

Because people are so diverse, they face different risks, needs, capacities and opportunities, which can become more pronounced during humanitarian crises. Understanding this, the Ministry for Internal Affairs through the National Emergency Management Office (NEMO) established the Safety and Protection Cluster as one of 10 national Clusters, bringing together humanitarian actors to advocate for the safety and protection of vulnerable people throughout the disaster response management cycle, to

support their resilience and capacities, and support active participation in disaster preparation and response.

Specifically, the Cluster:

- Coordinates all activities relating to safety and protection of all persons before, during, and after disasters
- Activates when a specific threat of disaster develops or when a disaster occurs
- Carries out its functions according to the **Standard Operating Procedures**
- Prepares and disseminates regular situation reports on emergencies
- Identifies targeted assistance needed during emergency situations
- Implements and monitors humanitarian and development actions to reduce risks and prevent future risks from arising
- Supports safe and equal access to humanitarian relief and further development assistance
- Prepares a response plan facilitated by the National Emergency Management Office (NEMO)
- Prepares a long term recovery plan in collaboration with the Economic and Social Recovery Cluster and NEMO.

Outcomes for the Cluster include:

- Effective management strategies for Evacuation Centres (usually churches or schools) are put in place to ensure privacy, better access and safety regulations offered to women, children and other groups, with regards to washing, toilet facilities and lighting
- Safe provision of these complementary school services to students and their families during and following a disaster
- Protection of women and girls (and other vulnerable groups) from unwanted attention or disturbance by male members of the community when foraging for sources of fresh drinking water, locally grown or gathered foodstuffs, and firewood during and post disaster
- Women and other vulnerable groups fully contribute to important and strategic decision making during the immediate or longer-term recovery of a community
- Prevention of domestic and community violence (e.g. exacerbated by stress caused by disaster impacts on food security or income) through provision of psychological and other forms of support.

3. Protection Principles

Protection principles guiding the Safety and Protection Cluster are adopted from internationally recognized protection standards for all humanitarian actors, as follows:

Principle 1: Avoid exposing people to further harm as a result of your actions

Principle 2: Ensure people's access to impartial assistance in proportion to need and without discrimination

Principle 3: Protect people from physical and psychological harm arising from violence and coercion

Principle 4: Assist people to claim their rights, access available remedies and recover from the effects of abuse

Cluster members are also guided by the *Core Humanitarian Standard (CHS) on Quality and Accountability* that commits humanitarian actors to ensuring communities and people affected by crisis:

- Receive assistance appropriate and relevant to their needs
- Have access to assistance they need at the right time

- Are not negatively affected and are more prepared, resilient and less at-risk as a result of humanitarian assistance
- Know their rights, have information and participate in decisions affecting them
- Can access complaint mechanisms safely
- Receive coordinated, complementary assistance
- Can access improved assistance as organizations learn from experience
- Receive assistance from competent and well-managed staff & volunteers
- Can expect organizations are managing resources effectively, efficiently & ethically.

Additionally, Cluster members will ensure that personal data of people affected by crisis is only collected and used with their informed consent and that personal information will be kept confidential.

See also relevant national and international legislation principles and guidelines (e.g. the *Emergency Management Act* of 2007 and national laws).

4. Membership

Membership of the Safety and Protection Cluster is voluntary. Members shall include relevant government institutions, UN agencies, national and international non-governmental organizations, as well as community organizations responding to the protection needs of the most at risk and vulnerable people. A full list of members and contact details is provided at Appendix A. For recruitment of new members, the National Advisory Committee will request via letter that the Cluster Chair or Coordinator invite new members.

5. Operational Structure and Roles and Responsibilities

The Ministry of Internal Affairs (MIA) is the Cluster Lead Agency and works in close cooperation with other Ministries and stakeholders in Tonga and the wider Pacific. These organizations are indicated in the Contacts List in Appendices A and C, and diagram in Appendix D.

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) and Ministry in Education & Training (MET) liaison officer.

The *Cluster Chair* is responsible for convening and coordinating the Safety and Protection Cluster activities and the following:

- a. Advise NEMO on all operational matters relating to safety and protection in disaster management and response activities
- b. Exercise and perform such functions, duties and powers with respect to safety and protection of affected population in disaster matters as required by NEMO
- c. Establish a safety and protection Emergency Operations Room in MIA Headquarters to coordinate all safety and protection /MIA operations in support of NEMO
- d. Hold meetings with cluster members on a regular basis during the emergency operation period to guide and direct the operation.

The *Cluster Coordinator* is responsible for the coordination of the Cluster. NEMO, in consultation with the Coordinator, is responsible for coordination of all emergency operations during times of declared disaster. The specific functions of the Coordinator are to:

- a. Through the cluster, assist and advise agencies and NGOs on matters relating to disaster management activities
- b. Coordinate the planning and execution of safety and protection measures in times of disasters
- c. Direct and manage all personnel, material and services available and at his/her disposal for disaster management measures
- d. Coordinate the use of all cluster resources to address the emergency/disaster situation;
- e. Disseminate information and advice on matters relating to potential or actual emergency/disaster situations;
- f. Promote, carry out or cause to be carried out, the training of personnel for disaster management activities
- g. Coordinate initial actions during the alert stage to activate relevant preparedness arrangements and prepare for coordinated response

In the absence of the Coordinator, by reason of illness, absence from the country, deployment, or in the case of vacancy, the Cluster Chair will nominate an Acting Coordinator from within the Cluster Management, who will exercise all the authorities, duties and functions of the Coordinator.

Gender, PLWD and CPiE Focal Points

- a. Support gender, disability and social inclusion, and child protection analysis of sex and age disaggregated data and provide technical advice to the cluster and relevant national authorities as needed (particularly in relation to priorities and the protection principles and standards to be observed)
- b. Identify gender, PLWD and child protection needs for specific plan of action/program in the context of the cluster-agreed priorities and strategies consistent with the cluster mandate and capacities
- c. Design gender, PLWD and child protection mainstreaming strategies and contextualized toolkit for effective planning and programming for the cluster and all humanitarian actors in disaster management
- d. Take stock and mobilize gender, PLWD and child protection organizations and resources to support cluster activities
- e. Support cluster coordination and activities

All Safety and Protection Cluster members

On receiving notice of activation from the Coordinator, all cluster members will:

- a. Confirm receipt of activation advice from S&P Coordinator
- b. Regularly update and confirm contact details
- c. Stand-by for alert and report to Coordinator for situational briefing before and after an event
- d. If designated to deploy either on the Initial Damage Assessment or support deployment for relief distribution upon NEMO's request, prepare to mobilize by:
 - i. prepare personal survival equipment

- ii. familiarizing themselves with the Initial Damage Assessment form and check the status of prepositioned stock or equipment relevant to the cluster, both in country and at other sites
- iii. liaise with NEMO and Logistics Cluster to identify deployment locations, scope, and plan of operation
- iv. regularly report, update and communicate to EOC
- v. be familiar with own organization emergency functions with operations, finance, supply, administration, and IT
- vi. Report back to Coordinator for daily de-brief and situation reporting.

6. Working Groups

Depending on the type and extent of the disaster, the Safety and Protection Cluster will be responsible for assessing the need for, and subsequently managing, Working Groups. Examples of these could include: child protection; disability; gender-based violence; and internally displaced working groups.

7. Other Clusters

Tonga has 10 clusters, as listed below:

1. Safety and Protection	2. Coordination/Logistics	3. Communications
4. Emergency Shelter & Non Food Items	5. Essential Services (power, water, telecommunications)	6. Health, Nutrition, Water, Sanitation and Hygiene (WASH)
7. Food Security and Livelihoods	8. Education	9. Economic and Social Recovery
10. Reconstruction		

The other nine clusters also carry out complementary humanitarian initiatives before, during, and after a major hazard or disaster. Details of Cluster Leads are given in Appendix B.

8. Meeting Management

The Safety and Protection Cluster meets on a quarterly basis during the inter-cyclone seasonal period (.ie May – October). Meeting regularly will allow the organization of members to plan and prepare for a range of disaster risk reduction, and preparatory emergency response and recovery initiatives related to identified hazards and potential disasters. During an emergency, the meetings may be more frequent as directed by the Safety and Protection Cluster Chair or Coordinator.

9. Key Priorities

If activated by NEMO through the National Emergency Management Committee (NEMC), the mobilization of Cluster members and preparation for response to an imminent threat is to be initiated by requiring initiatives to be carried out during the Emergency Response and Recovery Stages of the Disaster Risk Management Cycle (DRMC). To properly plan for this work, effective initiatives need to be researched and carried in the earlier Disaster Risk Reduction (DRR) Stage of the DRMC.

10. Accountability to Affected Populations

The Safety and Protection Cluster will be accountable to affected populations through a formal complaints and feedback mechanism, and response process. Affected populations will be informed

about this mechanism and how to access it. Details of the complaints and feedback mechanism and response process are detailed in the Cluster's Standard Operating Procedures.

11. Review Process for TOR

These TOR are to be reviewed and updated by cluster members as required, at a minimum of once per year.

12. Appendices

- A. Contact Details for Safety and Protection Cluster Members
- B. Contact Details of Cluster Leads of all Ten Clusters
- C. Contact Details of Pacific Humanitarian Team (PHT)
- D. NEMO / Cluster Operational Structure

APPENDIX A: CONTACT DETAILS OF SAFETY & PROTECTION CLUSTER MEMBERS

Agency/Organisation	Name	Designation/Position	Phone numbers Including sat phone	Email
Ministry of Internal Affairs (MIA)	'Onetoto 'Anisi	Acting CEO/Chair Safety and Protection Cluster		oanisi@mia.gov.to
	Samuel Pohiva,	Acting DCEO, Local Government Division		pohiva.saff@gmail.com
	Lavinia Taumoepeau-Latu,	Safety and Protection Cluster Coordinator	7706683	laviniatmplatu@gmail.com
NEMO	Leveni 'Aho,	Director	8752500	Levenih5@gmail.com
	Carrie Vaea	Cluster Coordinator		carreylvaea@gmail.com
	Mafua –'i-Vai' Utukakau Maka	Community Awareness & Tng Offcr (CATO)	7737481	vaiutukakaumaka@gmail.com
Tongan Red Cross Society (TRCS)	Sione Taumoefo lau	Secretary General	8785761	sg@tongaredcross.to
TRCS / Ofa Tui Amanaki (OTA)	Peleketi Tiulipe			ptiulipe@gmail.com
Ministry of Education & Training (MET)	Claude Tupou Ponepate Taunisila	CEO		director@tongaeducation.gov.to ptaunisila@gmail.com
Ministry of Health (MoH)	Dr Sale 'Akau'ola, or someone appointed by him		8832893 /28233	sakauola@health.gov.to
Ministry of Agriculture, Food, Forests, and Fisheries (MAFF)	Dr. Viliami Manu Elisaia Ika	CEO Cluster Coordinator	28038	elisaia.ika@gmail.com
Women's Crisis Centre (WCC)	'Ofa Guttenbeil-Likiliki	Director	22240	ofa.guttenbeil@gmail.com
Civil Society Forum of Tonga (CSFT)	Emele Latu		28282	emele.latu@gmail.com
Act for Peace	Siu'ivahamama' o Fangupo		7747459	siuivaha@gmail.com
Tonga National Council of Churches (TNCC)				
LDS Welfare Service				
Tonga National Youth Council (TNYC)	Vanessa Lolohea			vanessa_lolohea@hotmail.com
Caritas	Amelia Maafu	Program Officer	8737227	ameliamafu05@gmail.com

Tonga Leiti Association (TLA)	Polikalepo Kefu Cruella Kingnukuturn	President	28806	kalepo149@gmail.com kingnukuturn@gmail.com
Alonga Disabled Centre	Lavinia Satini		7750371	
CARE/MORDI/Live and Learn	Taniela Hoponoa	Programme Manager	7829494	th.hoponoa@gmail.com
Ma'a Fafine moe Famili	Betty Blake		25991; 8801568	bettyblake.mfftonga@gmail.com
Naunau Alamaite Tonga Association	Unaloto Italafiji		29876; 7703092	alamaite_tonga@yahoo.com
Talitha Project	Vanessa M Heleta		7777590	vheleta@gmail.com
Tonga Family Health Association	Amelia Hoponoa Katherine Mafi			ahoponoa@tongafamilyhealth.org.to kmafi@tongafamilyhealth.org.to
Tonga National Centre for Women and Children	Fuiva Kavaliku		25975; 7749509	heimoana.paunga@gmail.com
Tonga National Visual Impairment Association	'Feofaaki Leka 'Ofeina Leka		7783629; 29876	mr.ofa.leka@gmail.com
Tonga Police Department	Pelenatita Feao	Deputy Police Commissioner	25147	peletapu@yahoo.com
United Nations Populations Fund	Elsie Tupou		23879	

APPENDIX B: CONTACT DETAILS OF TEN TONGAN CLUSTER LEADS

Cluster	Cluster Lead Agency	Cluster Lead Team (ideally at least 3 people)	Contact phone numbers	Email numbers
Coordination/ Logistics	NEMO	Leveni 'Aho (Dir) Carrie Vaea Mafua –'i-Vai'utukakau Maka	8752500/7763534 7863327 7737481/8402303	Levenih5@gmail.com carreylvaea@gmail.com vaiutukakaumaka@gmail.com
Essential Services (Power, Water, Tele-Communications)	Ministry of Public Enterprise (MPE)	Siona 'Akauola, Acting CEO MPE Robert Matthews, CEO Tonga Power Saimone Helu, CEO Tonga Water Rizvi Jurangpathy, CEO TCC Ronan Mcgrane, CEO Digicel	28144/7713904 28311 23299 20031 8800001	sakauola@mpe.gov.to rmatthews@tongapower.to twdhelu@tongawaterboard.to Rizvi.jurangpathy@tcc.to Ronan.mcgrane@digicelgroup.com
Emergency Shelter & Non Food Items (NFI)	NEMO Tongan Red Cross Society (TRCS)	Leveni 'Aho (Dir) Cluster Coordinator Carrie Vaea Mafua –'i-Vai'utukakau Maka (CATO) Sione Taumoefolau (TRCS)	8752500/7763534 7863327 7737481/8402303 8785761	Levenih5@gmail.com carreylvaea@gmail.com vaiutukakaumaka@gmail.com sg@tongaredcross.to
Safety & Protection	Ministry of Internal Affairs (MIA)	'Onetoto 'Anisi, Acting CEO Samuel Pohiva, Acting DCEO Local Gov & Com Dev Div Lavinia Taumoepau-Latu, Cluster Coordinator	7711168 7706683	fofongaola@gmail.com pohiva.saff@gmail.com laviniatmplatu@gmail.com
Communications	MEIDECC	Paula P. Ma'u, CEO Andrew Toimoana, Director, Dept of Info & Communications Ofa Fa'anunu, TMS Director	7715340 7770610/8451320	paulm@mic.gov.to atoimoana@mic.gov.to ofaf@met.gov.to
Health, Nutrition, Water, Sanitation & Hygiene (WASH)	Ministry of Health (MoH)	Dr Siale 'Akau'ola, CEO Dr Reynold 'Ofanoa, Chief Medical Officer, Public Health Elisiva Na'ati, Head Nutrition Unit Sela Fa'u, A/C Supervising Public Health Inspector Tu'akoi 'Ahio, Principal Health Administration Officer	28233/8832893 28233/8833179 28233	sakauola@health.gov.to reynoldofanoa@gmail.com sakolofau@gmail.com tahio@health.gov.to
Food Security & Livelihoods	Ministry of Agriculture, Food, Forests & Fisheries MOAFFF	Dr. Viliami Manu, CEO Tuikolongahau Halafihi, CEO Emmanuel Moale Ela Vaipulu Nunia Mone, Head Corporate Services	28038 8860911	Emmanuele.moale@mafff.gov.to Ela.vaipulu@mafff.gov.to Nunia.mone@gmail.com
Education	Ministry of Education & Training (MET)	Claude Tupou, CEO	24220	director@tongaeducation.gov.to claudetupou@gmail.com manuakauola@yahoo.com
Economic & Social	Ministry of	Balwyn Fa'otusia, CEO	27579	tatafum@gmail.com

Cluster	Cluster Lead Agency	Cluster Lead Team (ideally at least 3 people)	Contact phone numbers	Email numbers
Recovery	Finance & National Planning (MFNP)	'Ana Fakaola Lemani, Dep CEO	7718198	alemani@finance.gov.to
Reconstruction ¹	Ministry of Infrastructure (MOI)	Ringo Fa'oliu, CEO Fotu Veikune, Chief Architect Pesa Tu'iano, Director Civil Engineering	23100/7713901 23100/8878865 23100/7717405	rfaoliu@gmail.com fotuvei@yahoo.com.au ptuiano@infrastructure.gov.to

¹ This includes temporary housing; as well as repair/rebuilding of houses, other key buildings and infrastructure

APPENDIX C: CONTACT DETAILS OF PACIFIC HUMANITARIAN TEAM (PHT)

Agency/ Organisation	Name	Designation/Position	Phone numbers Including satphone	Email
OCHA	Sune Gudnitz	Coordinator PHT ² Coordination Cluster		gudnitz@un.org
	Vincent Omuga	Dep.Coordinator PHT Coordination Cluster		omuga@un.org
WFP	Baptiste Burgaud	Co-Coordinator PHT Logistics Cluster		Baptiste.burgaud@wfp.org
	Anna Young	Co-coordinator PHT Logistics Cluster		Anna.young@wfp.org
IFRC	Patrick Elliott	Pacific Humanitarian Team (PHT) Shelter Coordinator		Patrick.elliott@ifrc.org
	Peter Lawther	PHT Shelter Coordinator		Peter.lawther@ifrc.org
	Pablo Medina	Geneva based Shelter Specialist		Pablo.medina@ifrc.org
	Aurelia Babe	Fiji based IFRC Representative		Aurelia.babe@ifrc.org
UNHCR ³	Catherine Gordon	PHT Protection Cluster Co-Coordinator		gordonc@unhcr.org
OHCHR ⁴	Robyn Kerrison	PHT Protection Cluster Co-Coordinator		pacificprotectioncluster@gmail.com
	Satya Jennings	PHT Protection Cluster Co-Coordinator		Satya.jennings@one.un.org
UNFPA ⁵	Elisi Tupou	PHT Protection Cluster Co-Coordinator SGBV ⁶	23879	tupou@unfpa.org
UNICEF ⁷	Amanda Bissex	PHT Protection Cluster (Children) Coordinator		abissex@unicef.org
	Laisani Petersen	PHT Protection Cluster (Children) Co- Coordinator		lpetersen@unicef.org
	Carmen Monclus i Girones	PHT Protection Cluster (Children) Co- Coordinator		cmonclusgirones@unicef.org
UN Women (UNW)	Rochelle Braaf	PHT Gender Cluster Adviser		rochelle.braaf@unwomen.org
	Subhashni Raj	PHT Gender Cluster Adviser		subhashni.raj@unwomen.org
UNDP Consultant	Krissie Hayes	Gender		Krissie_hayes@hotmail.com

² Pacific Humanitarian Team

³ United Nations High Commission for Refugees

⁴ United Nations High Commissioner for Human Rights

⁵ United Nations Population Fund

⁶ Sexually Gender Based Violence

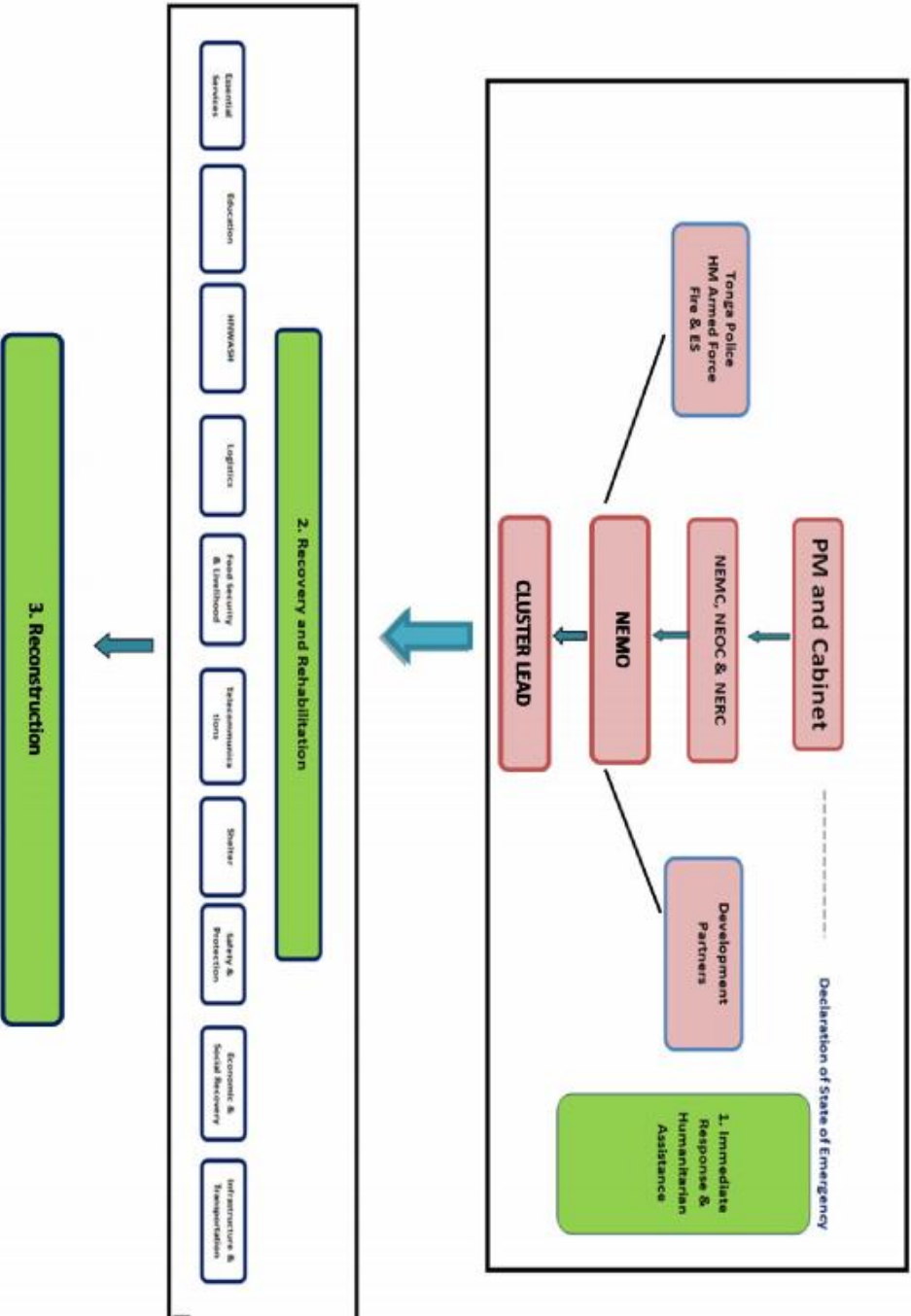
⁷ United Nations Children's Fund

UNOCHA	Elizabeth Mcleod	Public Information Officer (PIO),	+ 679 7777165	mcleode@un.org
	Karina Coates	Public Information Officer (PIO),	+ 679 7771433	coates@un.org
WHO	Rokho Kim	Pacific Humanitarian Team (PHT) Health Coordinator		kimr@wpro@who.int
UNICEF	Naawa Sipilanyambe	PHT Health Co-Coordinator		nsipilanyambe@unicef.org
WHO	Eric Nilies	PHT Health Co-Coordinator		niliese@wpro.who.int
	Madeline Salva	PHT Health Co-Coordinator		salvam@wpro.who.int
UNICEF	Marc Overmars	PHT WASH Coordinator		movermars@unicef.org
SPC	Peter Sinclair	PHT WASH Coordinator		Peters2@spc.int
	Dave Hebblethwaite	PHT WASH Coordinator		dave@sopac.org
OXFAM	Carlos Calderon	Pacific Humanitarian Manager	M: +64221728308 P: +649355744 Sat: +881621463617	carlos.calderon@oxfam.org.nz
FAO	Elizabeth Christy	PHT Food Security Co-Coordinator		Elizabeth.Christy@fao.org
	Dirk Schultz	PHT Food Security Co-Coordinator		Dirk.Schultz@fao.org
	Dominique Blariaux	Consultant		dominique.blariaux@gmail.com
SPC ⁸	Paula Holland	Manager, Natural Resources Economics & Governance		paulah@spc.int
	James Jolliffe	Resource Economist		jamesj@spc.int
UNICEF	Isofo Volau	PHT Education Coordinator		ivolau@unicef.org
	Simon Molendijk	PHT Education Coordinator		smoleldijk@unicef.org
UNDP	Moortaza Jiwani	PHT Co-Coordinator Early Recovery		Moortaza.jowani@undp.org
	Kevin Petrini	PHT Co-Coordinator Early Recovery		Kevin.petrini@undp.org
	MacDonald Kadzatsa	PHT Co-Coordinator Early Recovery		Macdonald_kadzatsa@hotmail.com
	Asenaca Ravuvu	PHT Co-Coordinator Early Recovery		Asenaca.ravuvu@undp.org

⁸ SPC also manages the Pacific Agriculture and Forestry Policy Network (PAFPNet) – www.spc.int/lrd/about-pafpnet

APPENDIX D: NEMO / Cluster Operational Structure

Structure of the TC Gita Operations



Source: National Emergency Management Office