



# **DISASTER RECOVERY FRAMEWORK**

Tropical Cyclone Winston,  
20th February 2016



This report was prepared by the Ministry of Economy in coordination with key partners - The World Bank, United Nations, European Union, Asian Development Bank and the Pacific Community.

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# INTRODUCTION



Photo Credit: Ministry of Information

## Tropical Cyclone Winston

*Tropical Cyclone (TC) Winston, an extremely destructive Category 5 cyclone, struck Fiji on 20th February 2016. It was the first Category 5 cyclone to directly impact Fiji, and the most intense tropical cyclone on record to affect the country. Maximum average wind speeds reached 233km/hour, and wind gusts peaked at around 306km/hour, making Winston one of the most powerful cyclones ever recorded in the Southern Hemisphere.<sup>1</sup>*

In addition to the extreme wind speeds, many islands were flooded by storm surges, which, in some cases, inundated areas almost 200 meters inland.

The cyclone caused widespread damage and destruction impacting 540,414 people or 62 percent of the total population. Approximately 80 percent of the nation's population lost power, including the entire island of Vanua Levu. TC Winston caused 44 fatalities and entire communities were destroyed and around 40,000 people required immediate assistance following the cyclone.<sup>2</sup> 30,369 houses, 495 schools, and 88 health clinics and medical facilities were damaged or destroyed. Destruction of crops has compromised the livelihoods of almost 60 percent of Fiji's population.

## Humanitarian Support and Coordination

The Fiji Government successfully led the overall humanitarian response to TC Winston. The government-led efforts were undertaken with strong support from the international community, including the coordination of assistance from foreign governments, UN agencies, the Red Cross, national and international NGOs and the private sector. Immediate emergency efforts were supported with military logistical assistance primarily from Australia and New Zealand, but with support also from France, India, and Indonesia. As of 30 April international donors had pledged assistance valued at approximately \$142 million, with approximately 75 percent of this being in kind and 25 percent in cash. Major contributors

<sup>1</sup> As reported in the Post Disaster Needs Assessment (PDNA) conducted following the cyclone.

<sup>2</sup> TC Winston PDNA.

include Australia, New Zealand, and the European Union, with contributions also from a wide range of other countries and organizations. Private businesses have also contributed approximately \$10 million for relief support to victims.

On 4th March the Fiji Government and the United Nations jointly launched an emergency humanitarian “Flash” appeal seeking US\$38.6 million for the first three months of the TC Winston response. Needs identified for this appeal included the provision of emergency shelter; access to health, water and sanitation; food and livelihood support; access to education and rehabilitation of schools; and protection and support to vulnerable groups. Approximately 42 per cent of the needs outlined in this appeal have been funded to date through donations totalling more than US\$16 million from Australia, Canada, the European Commission, Germany, New Zealand, Sweden, the United States and the United Nations Central Emergency Response Fund.

The response was coordinated at the national level by nine sector specific Clusters. The Clusters are joint coordination forums with representation from all the agencies involved in that sector. Each Cluster is led by a Government Ministry, with an international agency as Co-lead.<sup>3</sup> The “Flash Appeal” followed the structure of the Government-led Cluster system, with specific projects submitted and approved by Government leads under each Cluster.

## Post Disaster Needs Assessment

A Post Disaster Needs Assessment (PDNA), led by Government, was conducted in March/April. Damage and losses as a result of the disaster were estimated at F\$ 1.98 billion<sup>4</sup> (PDNA Table 1). Of this, F\$1.28 billion is classified as damage (i.e. destroyed physical assets), and F\$ 0.70 billion as loss (i.e., changes in the economic flows of the production of goods and services). The combined damage and losses are about 20 percent of Fiji’s gross domestic product (GDP) in 2015.

The PDNA estimated recovery needs at F\$1.98 billion, of which F\$1.69 billion will be focused on reconstruction, F\$218 million will be focused on recovery needs, and F\$46 million will be focused on resilience activities (PDNA Table 5). In some sectors, such as agriculture, fully recovery will take many years.

## Recovery Defined

For the purposes of this Framework, “recovery” does not mean returning Fiji to how it was just before 20 February 2016. Recovery includes both restoration and enhancement. There will be opportunities during recovery to ‘build back better’ when repairing and reconstructing buildings and infrastructure. These opportunities need to be considered where they lead to increased resilience and/or functionality, or are cost-effective according to life-cycle analysis; provided that they do not come at the expense of the repair or replacement of essential infrastructure and services elsewhere.

## Disaster Recovery Framework

Given the scale of the impact of TC Winston it will be several years before production and livelihoods can be restored to pre-cyclone levels. Full recovery, and building greater community resilience, will be a long term effort needing well targeted and sequenced assistance to communities. Recovering and rebuilding from the impact of the strongest cyclone to hit Fiji is Government’s priority.

In recognition of the share of disaster effects between the public and private sectors (PDNA Table 1), government recovery efforts will be focused on restoring public assets and services, providing assistance and support to affected individuals, households and communities to recover from the disaster and to restore livelihoods and economic activities and increasing resilience to future disasters.

This Disaster Recovery Framework (DRF) sets out a Vision and Guiding Principles for medium-term recovery over the next two years (from mid-2016 to mid-2018). In recognition of the long-term nature of recovery and reconstruction, recovery efforts beyond two years will be integrated into Fiji’s National Development Plan. While the programmes and financing presented in this DRF are based the sectoral needs and recovery programmes identified in the PDNA, the figures in this Disaster Recovery Framework are necessarily a sub-set of the overall recovery needs identified in PDNA Table 5.

This DRF will guide the planning and implementation of recovery programmes and projects, providing overall direction to individuals and organizations that have a role in recovery activities including government, the private sector, development partners, civil society and communities. The implementation of the recovery programmes is an opportunity to restore livelihoods, improve lives, upgrade assets, strengthen communities, and lay the foundation for making Fiji more resilient. Recognizing the evolving nature of the recovery effort and the need to revise estimates as new information becomes available and is discussed with implementing agencies and affected people, the detailed recovery Programme will be refined and updated over the coming months.

The DRF, which adopts a programmatic approach, identifies Recovery Priorities and specific Recovery Programmes that will be implemented in the affected areas from mid-2016 to mid-2018. Most of the projects in the sector recovery programmes are already on-going. Some have been initiated by the communities themselves, and others through the government, development partners, and civil society organizations. With this massive undertaking, the current Government and community resources are not enough to recover from the devastation caused by TC Winston. Consequently, there will be funding gaps for which Government is seeking assistance.

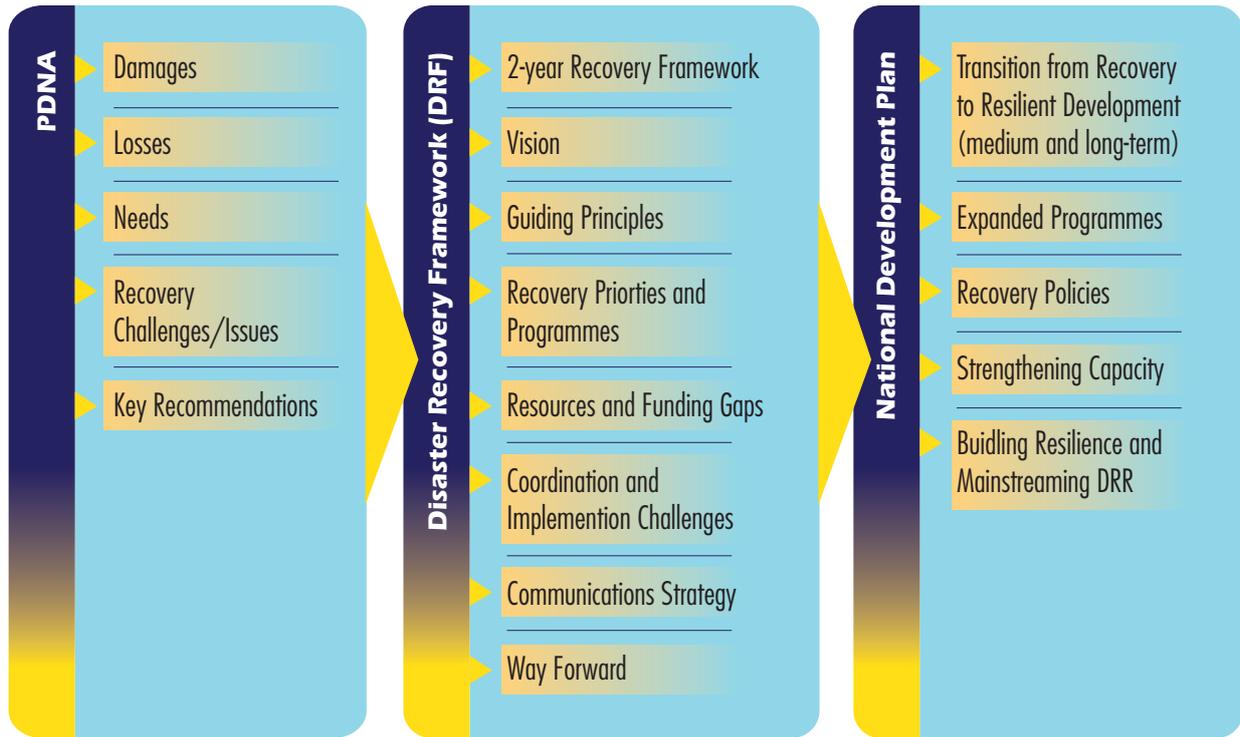
Implementation of the Recovery Programmes will require constant coordination and monitoring to ensure that constraints and

<sup>3</sup> Government coordination of international assistance is also supported by the Pacific Humanitarian Team (PHT), a regional network of partners that supports governments in delivering effective, appropriate, timely and coordinated disaster preparedness, response and recovery.

<sup>4</sup> This figure does not include the effects of the damage on the environment sector.

bottlenecks are overcome as quickly as possible. Government has assigned overall responsibility for the Recovery Framework to the Minister of Economy. Coordination and monitoring will be undertaken by Ministry staff with the aim of ensuring that existing mechanisms are used wherever possible.

The relationship between the PDNA, this Disaster Recovery Framework and the National Development Plan is illustrated below.



## VISION FOR THE RECOVERY: “A STRONGER AND MORE RESILIENT FIJI”



Photo Credit: Ministry of Information

*Natural disasters are a part of life in Fiji and Fijians have demonstrated time and again their resilience in recovering and rebuilding from cyclone and other extreme weather impacts. However, the impact of TC Winston is unprecedented in Fiji's history.*

A stronger and more resilient Fiji means no more lives lost; stronger homes; better disaster preparedness including community self-reliance; and a focus on ensuring the most vulnerable get assistance to restore their livelihoods as fast as possible.

TC Winston has caused substantial social and economic setbacks and delayed progress in many areas of development that were planned for 2016 and beyond. The immediate objective of recovery and reconstruction is to “recover lost ground and quickly get back on track.”

### Guiding Principles

This Recovery Framework is based on the need to both restore lost livelihoods and assets and at the same time improve lives, strengthen communities, and upgrade assets to make Fiji more resilient to future disaster and climate change impacts. In working towards the Vision of a Stronger and more Resilient Fiji, the following principles will be used to guide recovery efforts. These principles, along with normal public sector requirements and obligations, will provide guidance at a strategic level. The Ministry of Economy and other government agencies will refer to them as they plan and implement recovery activities together.

### Building Back Better

Building Back Better (BBB) is the reconstruction approach designed to reduce vulnerability and improve living conditions, while promoting more effective reconstruction taking account of

future risks from natural hazards (climate-related and geological). BBB underlies the policy commitment to improve the resilience of critical infrastructure. The BBB principle will mean, for example, that roads, bridges and public buildings will be rebuilt to a higher construction standard.

## **Inclusive**

Being inclusive will mean fully integrating civil society, the private sector, communities, gender issues, and social inclusion into the recovery efforts and programmes. Empowering vulnerable groups, including women, youth, and people with disability, is a critical ingredient for building resilience, as these groups are often the pillars and foundation of community resilience at the local level. Therefore, Government will work with public and private agencies to determine the most appropriate type of support to assist vulnerable and disadvantaged groups.

## **Pro-Poor**

All recovery programmes will address the needs of the most socioeconomically vulnerable individuals and communities. It is important to ensure that the recovery programmes will better prepare the poor and vulnerable to absorb the impact of future hazards and shocks. For example, improving the access of poor people to financial services will help them better cope with future disasters.

## **Building resilient communities and institutions**

Integrating resilience into the legal, policy and planning frameworks and institutions to build a stronger and more resilient Fiji is a critical issue from now on. This includes mainstreaming disaster risk management and climate change adaptation into the core government documents and institutions to achieve 'risk-informed' development. It also includes reviewing disaster risk management legislation and policies.

## **Collaboration and coordination**

Working together - central and local government, donors, civil society, the private sector, communities and individuals - will be crucial to achieving the quickest and most effective recovery. To ensure a good flow of information regular reports will be issued by the government providing updates on the status of the recovery plan. Partners will be invited to contribute updates based on their own recovery initiatives.



Photo Credit: Ministry of Information

## A PROGRAMMATIC APPROACH TO ADDRESS RECOVERY PRIORITIES



Photo Credit: Ministry of Information

*The Ministry of Economy has considered the needs identified in the PDNA and has worked across government and with key stakeholders to identify and develop programmes to implement the Recovery Framework. This programmatic approach focuses on the key priority needs to be funded and implemented during the medium-term recovery period.*

To be effective, government-led recovery programmes should:

- Be consistent with the Recovery Framework, particularly the vision and principles;
- Integrate activities where possible;
- Investigate opportunities for risk reduction and enhancement to build a stronger and more resilient nation and communities;
- Use appropriate social impact assessment methodologies and tools;
- Identify programme objectives, targets and indicators; and
- Identify pre-cyclone baselines and expectations for the recovery. These baselines can then be used when measuring the success of the recovery programmes.

Recovery Priorities for TC Winston are based on the needs identified through the humanitarian response, early recovery activities and the PDNA process. This Recovery Framework covers the medium-term recovery and reconstruction activities over a 2-year period, from mid-2016 to mid-2018, in tandem with harmonised short-term ongoing humanitarian assistance.

In identifying recovery programmes, account has been taken of those most affected by TC Winston. A Quality of Life index developed for the PDNA will help guide recovery efforts as it identifies the provinces most affected in terms of a range of factors covering housing, education, health, water supply and sanitation, electricity and personal income decline. Figure 1, from the PDNA illustrates those provinces most affected in terms of Quality of Life decline. Prioritisation of programmes activities will be guided by the geographical analysis conducted for the PDNA.

Figure 1: Most affected Provinces in terms of quality of life decline

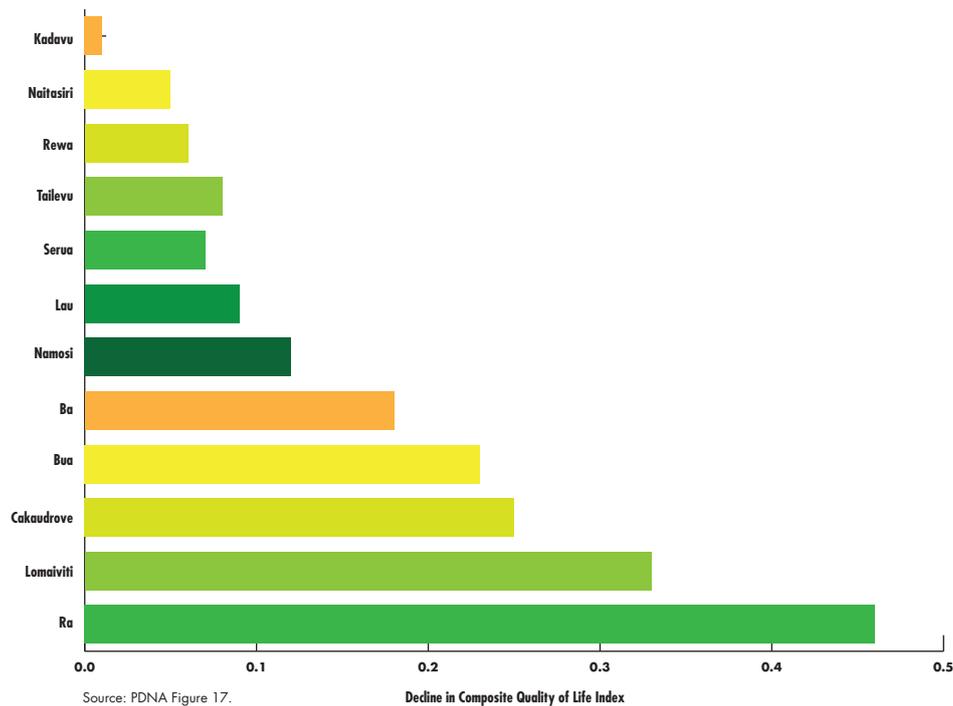


Table 1: Recovery Priorities

Recovery Priority	Scope
(i) Rebuilding Homes	to assist in the repair/reconstruction of damaged houses, relocate affected families living in hazard prone areas to safe areas, and to develop sustainable and disaster resilient settlements
(ii) Restoring Livelihoods	to support the recovery of rural and urban livelihoods and the delivery of employment, livelihood and social protection services at the community level in affected areas
(iii) Repairing and Strengthening Critical Infrastructure	to restore and improve infrastructure and to facilitate the delivery of basic services such as education, health, water supply, sanitation and electricity
(iv) Building Resilience	to strengthen community and environmental capacity to cope with future disasters

Recovery programmes will be implemented in a number of ways, including new initiatives and reorientation or adaption of existing programmes. Collaboration is essential to connect those who have a role in recovery, including those in the government, business, cultural and other nongovernment sectors. No one agency or group will be able to achieve recovery alone, and agencies will need to coordinate with each other. By establishing and maintaining constructive relationships, agencies will be able to take initiatives that are coordinated, timely and enduring.

Recovery programmes are being, or will be, implemented under each of the four Recovery Priority areas described in Table 1.

Work by government, civil society and development partners has already started on many of the recovery programmes under these priorities.

### Rebuilding Homes

Permanent repair and rebuilding of houses in areas identified as affected by TC Winston. This will ensure houses are more resilient and liveable. Recovery Programmes in this area encompass both rebuilding, including proper sanitation, and the provision of the necessary skills to make houses more resilient.

The Government will support this priority through:

- The “Help-for-Homes” initiative which is designed to assist families to rebuild homes that were damaged or destroyed. A total of 30,369 homes were reported damaged or destroyed, and affected families with annual household income of less than \$50,000 are eligible for grants of \$1,500 for

partially damaged homes, \$3,000 for seriously damaged homes, and \$7,000 for destroyed homes (sufficient to build a 1-room, 15 square meter dwelling to withstand category 3 wind speeds). The Ministry of Women, Children and Poverty Alleviation disburse the grants through electronic vouchers which allow beneficiaries to purchase materials from approved hardware companies. The initiative is expected to cost a total of \$184 million up to 2018. Government has currently committed \$70 million to kick-start the initiative.

- The Fiji National Provident Fund, 9 days after TC Winston, allowed affected members to withdraw \$1,000 through a simplified process for post cyclone assistance and up to \$5,000 for 'Quick Repairs housing assistance'. This was subsequently extended to all members, who wished to help their immediate family in affected areas. The facility was open for 60 days to the end of April 2016. As of 14 April 2016, the FNPF had paid out a total of \$259.3 million for 173,836 applications.

The Government is committed to ensuring the repair or rebuilding of all houses by the end of 2018.

## Restoring Livelihoods

Improved livelihoods of those affected, particularly those who are vulnerable and below the poverty level, including the delivery of employment, livelihood and social protection services to communities. This includes, a productive and more resilient agricultural and fisheries sector that ensures Fiji's economy gets back on track and supports individual and community livelihoods. Food security will also be enhanced in the affected areas, as agricultural production will be restored through the identification of new cyclone-resilient crops and cyclone-resilient infrastructure. It will also support delivery of employment, livelihood and social protection services at the community level in affected areas. This Priority will be supported through the following programmes:

- **Agriculture:** Provision of seedlings, seeds, suckers, cuttings and other agricultural inputs; provision of cyclone and saline-resistant crops; support to commercial and semi-commercial farming (equipment, capital, financing, etc.); and provision of advisory and technical support.
- **Sugar:** Assistance to sugar-cane farmers; and a sugarcane-replanting program.
- **Livestock:** Supply of feed, drugs, and pasture seeds; and provision of livestock (e.g. chicks, calves, etc.).
- **Fisheries:** Fishing equipment; and support to aquaculture.
- **Forestry:** Replanting of forests (distribution of pine, mahogany seedlings); and debris clearing.
- **Commerce & Industry:** Support to medium, small and micro enterprises via cash grants; and assistance to sugar manufacturing.
- **Tourism:** Refocus of marketing strategy; and assistance on reconstruction of eco-tourism and resort facilities.
- **Social Protection:** existing programmes under the Ministry of Women, Children and Poverty Alleviation were enhanced to provide additional relief to beneficiary families affected by TC Winston. These programmes include the Poverty Benefit Scheme (PBS), Child Protection Allowance (CPA), Food

Voucher Program (FVP), Social Pension Scheme (SPS), the Bus Fare Subsidy, and the Food Voucher Program for pregnant women in rural areas. On 18 March 2016, F\$19.9 million was disbursed under the three social protection programmes to all beneficiaries in Fiji, irrespective of location: under the PBS, 22,802 households were paid a lump sum of F\$600; 17,782 pensioners of the SPS over the age of 68 received F\$ 300; and 3,313 families under the Care and Protection Scheme (CPS) received F\$300. On April 8, 2016, a second top-up of F \$4.6 million was approved for beneficiaries under the PBS, SPS, and CPS residing in 12 priority regions. To address the medium-term needs for the social protection following TC Winston, all social welfare programmes will receive a 33% top-up of approximately \$34 million over the period 2016-2018. Top-up of existing benefits and increasing future financing for the poverty benefit scheme, child protection allowance, social pension scheme, food voucher programme.

- **Household & Community Livelihood:** Cash for work programmes (targeted for affected areas).

The Government is committed to ensuring that the agricultural sector is producing at 90% of revenue as before TC Winston by the end of 2018.

## Repairing and Strengthening Critical Infrastructure

Functioning and strengthened public infrastructure and services, including transport, educational and health facilities, water supply, sanitation and electricity services. There pair of school buildings will be a priority to allow for the immediate resumption of classes will bring normalcy to the lives of affected children, and the repair and restoration of health facilities will restore this services to affected communities. The repair, reconstruction and rehabilitation of key infrastructure such as roads, bridges, sea-ports, and airports will enable delivery of social and economic services to other affected communities and facilitate greater movement of persons, goods, and services, which serve as a catalyst for recovery will also be done. The Government will support this priority through the following programmes:

- **Education:** The "Adopt a School" program was launched on 23 March 2016 to seek assistance from foreign governments, donor agencies, companies, community groups, sporting bodies and individuals to adopt individual schools and spearhead the rebuilding process. The program was initiated by the Prime Minister following an assessment by the Fiji Institute of Engineers which sent out 22 teams to produce detailed structural reports on the state of schools in the cyclone affected areas. The damage ranges from repairs to facilities in some places to the rebuilding of entire schools in others. The initiative aims to rebuild 229 schools damaged or destroyed during TC Winston, with an estimated total reconstruction cost of \$101 million in the medium-term and a further \$285 million in the long-term. The Australian Government has committed to fund the recovery of 26 primary schools across Fiji, the New Zealand Government has adopted schools in the Island of Vanuabalavu, and the

Indonesian Government will assist the reconstruction of the Queen Victoria School in Tailevu province. The Reach for the Future Foundation has also announced it would support six schools across the country.

- **Health:** Immediate reconstruction of health facilities; supply of medical drugs and consumables; psychosocial support; and strengthening health services through health promotion and outreach programmes, including mobile clinics, vector control, nutrition and disaster/climate change contingency funding for health.
- **Transport:** Repair, maintenance and restoration of roads, airstrips, jetties and bridges; and clearing of farm access roads using cash-for-work schemes.
- **Water and Sanitation:** Repair and reconstruction of Water Authority of Fiji assets; repair or buy new water storage tanks; repairs to rural water schemes; upgrading rural waste systems and waste water treatment plants; upgrading waste processing equipment (compactors and shredders); and policy review.
- **Electricity:** Rehabilitation work to restore power in affected areas; and repair of rural mini-grids and stand-alone solar systems.

The Government is committed to ensuring that all infrastructure are repaired and strengthened by the end of 2018.

## Building Resilience

Fiji becomes a more resilient country through improved Disaster Risk Management initiatives and adaptation to Climate Change. The Government will support this priority through the following programmes:

- **Voluntary relocation of villages:** Many villages along the shoreline suffered considerable damage from the high winds and storm surge associated with the cyclone. The Government has since received requests from many villages for voluntary relocation from exposed coastal areas (particularly on Koro Island, Ovalau, and Taveuni) to more protected, inland sites. Fiji's existing village relocation program is funded under the Climate Change Mitigation Fund which received \$2 million under the 2016 Budget. The Fund is administered by NDMO, which works closely with the iTaukei Lands Trust Board to prioritize requests for relocation. In response to the requests, NDMO has prioritized 48 villages for relocation under the Fund. The 48 villages comprise 2,255 houses and a combined population of 8,976. Additional financing will be required to fulfill these requests for relocation.
- **Disaster Risk Reduction and Management:** Reconstruction, replacement and repair of priority assets and buildings; strengthening governance and institutional arrangements, strengthening community understanding of risk and resilience; development of a comprehensive DRM communications strategy; development of an M&E framework

and system to track DRM across government agencies, and publish of a biennial State of DRM report; and invest in catastrophe risk insurance, such as regional schemes.

- **Environment:** Restoration of ecosystems through replanting of mangroves and assisting recovery of coral reefs through transplants and protection.
- **Culture & Heritage:** Restoration of heritage sites; restoration of cultural sites; and support for recovery of traditional home-based industries.

The Government aims for zero fatalities when the next disaster strikes.

## Priority Recovery Policies

A number of important policy changes, some of which have already been announced by Government, will be necessary to support the Recovery Programmes. These policies cover areas where legal and regulatory frameworks need amending to support the recovery. At present these include:

- Strengthening the building code and enforcement
- Enhanced regulation of the construction sector to help ensure quality of construction and materials used
- Conducting a comprehensive review of the insurance sector with the aim of improving entrepreneurial and business confidence
- Review of the current DRM policies, legislative and institutional arrangements
- Review of Government procurement policies and procedures to further expedite future response and recovery activities.

The detailed Recovery Programme matrix covering the period from mid 2016 to 2018 is attached as an appendix.

## Recovery Financing

The full cost of restoring and enhancing damaged assets and of restoring lost production flows is estimated to exceed \$1.96 billion<sup>5</sup>, more than 20 percent of current GDP. TC Winston has reduced Fiji's GDP by an estimated 2.5 percent in 2016. Recovery and reconstruction activities will boost economic growth but this growth will be the result of rebuilding lost assets and restoring production rather than adding to the stock of assets and productive capacity.

The total projected cost of the Recovery Programmes is estimated at \$731 million over the period mid-2016 to mid-2018. Currently, the Government, within the constraints of prudent public financial management, plans to allocate \$136 million from government resources, and donor support is approximately \$22 million.<sup>6</sup> Hence, there will be a financing gap of approximately \$575 million that urgently needs to be addressed in order to fully implement the Recovery Programmes and move forward to a Stronger and more Resilient Fiji. Table 2 gives the breakdown of the financial requirement by Recovery Priority to fund the Recovery Programmes. The detailed Recovery Programme matrix is attached as Appendix 1.

<sup>5</sup> Needs estimate from the PDNA Table 5.

<sup>6</sup> This figure is currently being updated.

**Table 2: Projected Cost of Recovery Programmes by Recovery Priority – F\$ million**

RECOVERY PRIORITY	TOTAL BUDGET	GOVERNMENT	DONOR	UNMET (FINANCING GAP)
Priority 1 – Rebuilding Homes	183.94	72.14	0	111.80
Priority 3 – Repairing and Strengthening Critical Infrastructure	353.39	25.79	12.04	315.57
Priority 4 – Building Resilience	23.88	0	0	23.88
<b>TOTAL</b>	<b>730.86</b>	<b>134</b>	<b>21.93</b>	<b>574.95</b>

Source: Ministry of Economy Estimates.

## COORDINATION, IMPLEMENTATION AND MONITORING



Photo Credit: Ministry of Information

*Recovery activities are already well underway in the priority areas and relief activities are ongoing. It will be important to make a smooth transition from these relief and early recovery activities to the larger Recovery Programmes highlighted in the previous section.*

### Coordination

The Minister of Economy has taken on the responsibility to provide overall coordination and implementation monitoring of the Disaster Recovery Framework (DRF), with line Ministries taking a lead role in the implementation of programmes that fall within their portfolios. The Ministry of Economy and Ministry of Rural & Maritime Development and National Disaster Management will liaise and coordinate to ensure that all recovery activities maintain their momentum as focus shifts to the two year Recovery Programmes. The link between relief and recovery will be ensured through continued involvement of the Disaster Core Team within the Strategic Planning Office of the Ministry of Economy in both the relief clusters and priority recovery activities.

Coordination of the DRF will be provided by a DRF Steering Committee and four DRF Working Groups covering each Recovery Priority. The DRF Steering Committee will be established by the Ministry of Economy and chaired by the Permanent Secretary for Finance. Members of the Steering Committee will comprise the four Permanent Secretaries of the ministries leading the Working Groups. The DRF Steering Committee will be convened and report to the Minister of Economy on a quarterly basis.

A DRF Working Group, led by the appropriate line ministry, will provide the operational coordination for each Recovery Priority and will include all government, non-government, and development partners who have a stake in that Recovery Priority. Each DRF Working Group will be responsible for the further development of the Recovery Programmes, implementation of recovery activities in that area as well as for monitoring implementation

progress. The Working Groups will meet on a monthly basis. Representatives from relevant relief clusters will also be invited to participate in DRF Working Groups.

The DRF Working Groups and lead government agency are as shown in Table 3.

**Table 3: Working Groups and Lead Government Agencies**

Recovery Priority	Lead Government Agency
(i) Rebuilding Homes	Ministry of Women, Children and Poverty Alleviation
(ii) Restoring Livelihoods	Ministry of Employment, Productivity and Industrial Relations
(iii) Repairing and Strengthening Critical Infrastructure	Ministry of Local Government, Housing, Environment, Infrastructure & Transport
(iv) Building Resilience	Ministry of Agriculture, Rural and Maritime Development and National Disaster Management

The Working Groups will provide regular briefing reports to the DRF Steering Committee.

Secretariat services and support to the DRF Steering Committee and DRF Working Groups will be provided by the current Disaster Core Team within the Strategic Planning Office of the Ministry of Economy.

Individual programmes within each DRF Recovery Priority will be managed and implemented by the appropriate lead government agency for that program, as indicated in the attached Recovery Programme Matrix. Each lead agency will be represented in the appropriate DRF Working Group.

## Monitoring

Together with the importance of robust coordination is the need for strong and well informed monitoring of implementation which will be essential to ensure that Recovery Programmes remain on track and bottlenecks are swiftly overcome. Effective monitoring requires Programmes to be refined with expected outcomes, indicators and targets.

The DRF Steering Committee and its Working Groups will prepare (i) a detailed programme monitoring framework and (ii) quarterly monitoring reports covering progress and spending for both government and donor funded recovery activities. Government expenditure on recovery activities will be monitored through existing financial systems by tagging recovery activities that are part of the DRF. Donors will be asked to prepare reports on financial expenditures and results achieved for inclusion in

Working Groups reports. The Working Group reports will be consolidated by the SPO secretariat for the DRF Steering Committee. The reports will cover the status of implementation and highlight constraints that need to be addressed.

Government is aware of the need to quickly address constraints and Implementation bottlenecks. Some of the constraints have already been anticipated through discussions with the key government ministries involved in the design and delivery of the Recovery Programmes. These include:

- The lack of construction materials to support the repair and reconstruction of schools, public buildings, and houses to cyclone-resilient standards;
- The availability of skilled labour to carry out construction and recovery works of public buildings, schools, hospitals, and other critical infrastructure;
- Getting the right mix of technical expertise to support the recovery process and implementation of recovery projects, e.g. engineers, project managers, and builders;
- Major delays in the procurement procedures for goods and services; and
- The lack of capacity in the ministries and/or additional skilled staff complement needed to implement and scale up recovery activities and projects.

*A results oriented monitoring framework, including measures to address bottlenecks, will be developed for the Recovery Programmes as soon as possible.*

## Communications Strategy

A quarterly report on the progress of Recovery Programmes will be prepared and tabled in Cabinet and remedial action will be taken by line ministries with assistance from the Ministry of Economy. These reports will also be published to enable all stakeholders to monitor the progress of recovery.

In addition, Government recognises the critical importance of keeping those affected by TC Winston well informed of progress and targets in the recovery activities and ensuring that programme beneficiaries can access necessary information through popular media channels.

Government will develop and implement a communication strategy to ensure that all stakeholders are kept well informed of progress.

The Recovery Framework will be regularly reviewed as necessary to keep it current and relevant. In particular, a review may be required for any of the following reasons:

- Another significant cyclone or event forces changes to the longer-term approach to recovery;
- Monitoring shows a need to change approach, or to address an ongoing market failure; and
- Other influences or risks have a significant impact on recovery activities - for example, there are changes to the availability of finance or in global conditions that negatively impact on Fiji.

# CONCLUSION AND WAY FORWARD



Photo Credit: Ministry of Information

*TC Winston has had a devastating impact on the people of Fiji and their livelihoods. While Fiji is used to dealing with the impact of cyclones and other weather related events, TC Winston has caused an unprecedented level of damage to assets and livelihoods with 62 percent of the population affected.*

Further damage was inflicted by heavy rains and flooding due to TC Zena just six weeks later. The recovery may be hampered by current El Nino conditions with below average rainfall predicted up to the end of August.

The humanitarian response to the disaster, led by Government, was swift and effective with welcome support from development partners, civil society and communities. The task of fully recovering from TC Winston is large. Relief activities are ongoing and many recovery activities are already underway with support from Government and development partners. But, given the enormity of the impact, Government recognises that full recovery and reconstruction and strengthening of key public assets will take several years to complete. Recovery needs were identified in the Post Disaster Needs Assessment and have been further elaborated and prioritised in this Disaster Recovery Framework. Individual Recovery Programmes have been identified and developed, and are grouped by Recovery Priority in the attached Disaster Recovery Programme Matrix.

Given the scale of the recovery needs to be met, strong coordination will be needed to develop and refine the Recovery Programmes, develop projects and activities, monitor implementation and take corrective action, and keep all stakeholders well informed of progress. The DRF Working Groups arrangement will ensure the involvement and support from all stakeholders, particularly from those communities most affected by the disaster. Good communication will be essential to ensure this involvement and support.

For Government, a key challenge will be mobilising the necessary capacity to implement recovery programmes alongside regular development programmes in a complementary fashion. The Disaster Core Team, which has been established within the Ministry of Finance, will provide technical and logistical support for the DRF Steering Committee and Working Groups, and prepare monitoring reports. The Team will also continue to develop the Recovery Programmes into a set of well targeted and easily monitored set of activities.

Government has limited resources available from domestic revenue but will devote a sizable portion of the new national budget, currently in preparation, to recovery programmes. Many development partners are already financing parts of the Recovery Programmes.

However, given the size of the financing needed for the recovery programmes over the next two years, Government will be seeking additional financing from donors and development partners.

In the immediate short term, Government will:

- establish the DRF Steering Committee and Working Groups ensuring a smooth transition from the work currently being carried out by the humanitarian clusters;
- continue to develop the Recovery Programmes and the monitoring framework, including measures to address bottlenecks;
- develop and implement a communication strategy to ensure that all stakeholders are kept well informed of progress.

**APPENDIX:  
DISASTER RECOVERY FRAMEWORK  
PROGRAMME MATRIX**

PROGRAMME	ANNUAL TARGET (CALENDAR YEAR)			TOTAL BUDGET	BUDGETARY SUPPORT			GOVERNMENT LEAD			POTENTIAL PARTNER SUPPORT
	2016	2017	2018		GOVERNMENT	DONOR	UNMET (FINANCING GAP)	LEAD AGENCIES	SUPPORT AGENCIES		
<b>PRIORITY 1 – REBUILDING HOMES</b>											
<b>HOUSING (PUBLIC &amp; PRIVATE)</b> Help for Homes Initiative – to assist affected households rebuild their damaged homes, including roofs, to withstand severe weather events. Homes that have sustained damage from Cyclone Winston will be issued electronic cards that can be used at selected hardware retailers to purchase materials to rebuild ( <a href="http://www.fiji.gov.fj/Media-Center/Press-Releases/HELPFOR-HOMES/INITIATIVE.aspx">http://www.fiji.gov.fj/Media-Center/Press-Releases/HELPFOR-HOMES/INITIATIVE.aspx</a> )	About 30,000 households to be assisted (\$1500 for partially destroyed; \$3000 for seriously destroyed; and \$7000 for fully damaged)	V	V	\$167,180,000	\$70,000,000		\$97,180,000	Ministry of Social Welfare	MoF, MLGHE, MRDNDMO, World Bank/ADB		
	Transportation assistance for building materials to Maritime Islands	V	V	\$3,420,000			\$3,420,000	Ministry of Social Welfare	MoF, MLGHE, MRDNDMO		
	Training & communication (building back smarter)	V	V	\$1,920,000			\$1,920,000	MoF, MLGHE, MRDND-MO,			
	Establish Inter-Agency Committee on Help-for Homes and Housing Reconstruction	V	V	\$120,000	\$120,000		\$0	Ministry of Social Welfare	MoF, NDMO, MLGHE		
	Construction Implementation Unit-CIU (Policy & Overall Coordination)	V	V	\$1,500,000	\$1,500,000		\$0	MoF			
Management Information System, M&E	V	V	\$500,000	\$500,000		\$500,000	MoF, Dept of Housing				
Expert Advisory Groups to the Inter Agency Committee & CIU	V	V	\$250,000	\$250,000		\$250,000	MoF				
Dept of Social Welfare eligibility vetting, identifying needy people	V	V	\$520,000	\$520,000	\$520,000		\$0	Ministry of Social Welfare	MoF, NDMO, MLGHE		
Mobile technical support during reconstruction phase (e.g. FIE, FIA, Habitat Fiji, Rotahomes)	V	V	\$8,532,000	\$8,532,000		\$8,532,000	MoF, Dept of Housing,	MOIT/Private Sector/NGOs			
<b>TOTAL</b>			<b>183,942,000</b>	<b>72,140,000</b>	<b>0</b>	<b>111,802,000</b>					

PROGRAMME	ANNUAL TARGET (CALENDAR YEAR)		TOTAL BUDGET	GOVERNMENT	DONOR	UNMET (FINANCING GAP)	GOVERNMENT LEAD			
	2016	2017					2018	GOVERNMENT	LEAD AGENCIES	SUPPORT AGENCIES
<b>PRIORITY 2 - RESTORING LIVELIHOODS</b>										
<b>AGRICULTURE, CROPS (INCLUDING SUGAR)</b>										
Provision of seedlings, seeds, suckers, cuttings & other agricultural inputs	Around 46% of MoA budgeted fund have been committed & spent whereas 54% are committed but yet to be utilised as of 12th April, 2016 [ongoing rehab works from 2016FY]	V	\$1,751,450	\$1,751,450		\$0	MoA			
Provision of seeds, seedlings, suckers, cuttings and other agricultural inputs for replanting of crops, market rehabilitation	V	V	\$550,000		\$550,000	\$0	MoA		FAO/UN Women/ UN DP/Romakri shna/L&L Care	
Provision of seeds, seedlings, suckers, cuttings and other agricultural inputs, land preparation (Ploughing, Harrowing, Digger Works), including purchase of chainsaws, rehabilitation of infrastructure and transport	V		\$6,388,550			\$6,388,550	MoA			
Provision of disaster resilient crops (Tivoli, via, dalo ni tana, taro)	V	V	\$970,000		\$970,000	\$0	MoA		FAO	
Provision of improved varieties seeds for coconut (existing variety-Fiji Tall), cocoa, dalo and yaqona, including tissue culture mass propagation. Establish Tissue Culture Mass Propagation Centres build capacity. Expand existing and establish new capacity.	V	V	\$8,000,000			\$8,000,000	MoA			

PROGRAMME	ANNUAL TARGET (CALENDAR YEAR)			TOTAL BUDGET	BUDGETARY SUPPORT			GOVERNMENT LEAD		
	2016	2017	2018		GOVERNMENT	DONOR	UNMET (FINANCING GAP)	LEAD AGENCIES	SUPPORT AGENCIES	POTENTIAL PARTNER SUPPORT
<b>PRIORITY 2 - RESTORING LIVELIHOODS</b>										
AGRICULTURE, CROPS (INCLUDING SUGAR)										
Support to commercial & semi-commercial farming (equipment, capital, financing, etc)			Plant Protection Mechanisms-Pest and Disease Diagnostics and Management (e.g. Ground trapping/Biological Control)	\$2,000,000	\$2,000,000	\$0	MoA			FAO and Donors
		Ongoing technical assistance for the finalisation of a Fiji farmers (crop & livestock) baseline	V	\$1,180,000	\$1,180,000	\$0	MOA			SPC, FAO, and Donors
		Agriculture value chain management	V	\$2,000,000	\$2,000,000	\$0	MOA			
	Advisory Support, Communications Support, CCA-DRM Support (MoA post)	V		\$164,462	\$164,462	\$0	MOA			UNDP - PRRP
Provision advisory and technical support			Support dissemination of disaster assessment tool for crop and livestock using software system, purchase smart phones and power banks and provide assessment training to food security and livelihood cluster members, including reliable e communication system	\$100,000	\$100,000	\$100,000	MOA			
	Promotion of Organic and Back yard farming systems			\$500,000		\$500,000	MOA			
	Food Security & Economic Recovery Campaign (Awareness)			\$150,000		\$150,000	MOA			

PROGRAMME	ANNUAL TARGET (CALENDAR YEAR)		TOTAL BUDGET	BUDGETARY SUPPORT			GOVERNMENT LEAD			POTENTIAL PARTNER SUPPORT
	2016	2017		2018	GOVERNMENT	DONOR	UNMET (FINANCING GAP)	LEAD AGENCIES	SUPPORT AGENCIES	
<b>AGRICULTURE, CROPS (INCLUDING SUGAR)</b>										
PRIORITY 2 - RESTORING LIVELIHOODS										
Assistance to sugarcane farmers	Emergency actions through the sugar sector		\$3,834,577			\$3,834,577	Ministry of Sugar	MOS, SCGC, FCU,		
	Farmers' support services enhancement		\$813,978	\$813,978		\$0	Ministry of Sugar	SRIF, SPF		
	Capacity building MOS/Sugar sector for immediate recovery support		\$100,000	\$100,000		\$0	Ministry of Sugar	MOS		
Sugarcane replanting program	Sugar replanting programme (EU)		\$10,000,000			\$10,000,000	Ministry of Sugar			EU
<b>LIVESTOCK</b>										
Supply of feed, drugs, and pasture seeds	Distribution of Veterinary Drugs, feeds, fertilizers, seeds for pasture, feed for apiculture	V	\$423,139			\$423,139	MoA			FAO
Provision of livestock (i.e. calves, )	Restocking, Biosecurity livestock support, including provision of day old chicks and poultry feed	V	\$160,001			\$160,001	MoA			FAO
<b>FISHERIES</b>										
Fishing equipment	Immediate needs packages of fisheries and aquaculture materials	V	\$200,000			\$200,000	MoFF			FAO
	Training on boat, motor, fishing gear repair and sustainable fishing practices	V	\$50,000			\$50,000	MoFF			FAO
	Distribution of materials for repair, or complete replacement of boats, motors, and fishing gear, and premix vouchers	V	\$1,000,000			\$1,000,000	MoFF			FAO
	Rapid re-deployment of Fish Aggregating Devices (FADs), and training in FAD fishing and sea-safety	V	\$400,000			\$400,000	MoFF			FAO, SPC, ADB, NZ
Support to Aquaculture	Distribution of fish feed supplies and farm materials to small-scale aquaculture farms	V	\$100,000			\$100,000	MoFF			FAO
	Establish temporary hatcheries and staff accommodation to start immediate fish farm restocking programmes	V	\$500,000			\$500,000	MoFF			





PROGRAMME	ANNUAL TARGET (CALENDAR YEAR)		TOTAL BUDGET	BUDGETARY SUPPORT			GOVERNMENT LEAD		POTENTIAL PARTNER SUPPORT
	2016	2017		2018	GOVERNMENT	DONOR	UNMET (FINANCING GAP)	LEAD AGENCIES	
PRIORITY 3 - REPAIRING AND STRENGTHENING CRITICAL INFRASTRUCTURE									
EDUCATION									
Design, construction and project management		V	\$73,029,770	\$3,652,700	\$12,040,930	\$57,336,139.94	MoE	UNICEF	
Replacement of education materials	Reconstruction of 172 R3-R5 schools (those damages exceeds FJD 75,000) and 326 R1-R2 schools (those damages does not exceed FJD 75,000 damages)	Support for students affected on learning materials, textbooks, equipment	\$8,356,764			\$8,356,764	MoF/MoE	Donors	
Provision of psychosocial support to school children & teachers	Counselling sessions/ activities conducted at affected schools					\$0	MoE	UNICEF	
HEALTH									
Immediate reconstruction of health facilities	Repairs and Maintenance		\$936,855			\$936,855	MOH&MS	MOF	
	Procurement and repairs of nonmedical equipment		\$431,700			\$431,700	MOH&MS	MOF	
	Replacement for damaged Drugs and supplies		\$71,651			\$71,651	MOH&MS	MOF	
	Medical equipment	Rehabilitation of facilities	\$258,020			\$258,020	MOH&MS	MOF	
		Reconstruction of facilities	\$903,906			\$903,906	MOH&MS	MOF	
			\$3,643,877			\$3,643,877	MOH&MS	MOF	
			\$11,250,000			\$11,250,000	MOH&MS	MOF	
		Relocation of affected medical facilities							
		Procurement of non-medical equipment							
		Procurement and repairs of non-medical equipment							
Supply of medical drugs and consumables	Additional drugs and supplies		\$3,615,347			\$3,615,347	MOH&MS	MOF	
Psychosocial support	Psychosocial services		\$1,256,107			\$1,256,107	MOH&MS	MOF	
	Mental Health Strengthening		\$100,000						







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