



THE REVOLUTIONARY GOVERNMENT OF ZANZIBAR

**ZANZIBAR EMERGENCY
PREPAREDNESS
AND RESPONSE PLAN
(ZEPRP)**

THE SECOND VICE PRESIDENT'S OFFICE

August, 2011

APPROVAL OF THE PLAN

Zanzibar Emergency Preparedness and Response Plan is approved by:



1st Aug. 2011

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PREFACE

Zanzibar is exposed to many hazards including floods, drought, cyclones, tsunami and earthquakes, all of which have the potential of disrupting the community in terms of social and economic services, ecological, environment and health. The Disaster Management Department (DMD), in the Second Vice President's Office has the responsibility of identifying potential hazards and to the greatest extent possible prepares plans to effectively respond to these disasters so as to save lives and protect property. In order to effectively respond to disasters the DMD through consultation with key stakeholders has developed a national emergency preparedness and response plan that provides guidelines for coordination and response to all types of disasters and emergencies at all levels of the government.

Zanzibar Emergency Preparedness and Response Plan (ZEPRP) is the Multi-Hazards functional plan that sets forth appropriate actions to be taken in response to an emergency or major disaster including potential or imminent threat of any event. This plan will facilitate the coordination for the delivery of resources and services necessary to deal with the consequences of an emergency or major disaster. The ZEPRP describes the disaster situation and planning assumptions, concept of operations, response and recovery actions, organizational and specific assignments of responsibilities to the departments and government agencies tasked with local response efforts. The ZEPRP conforms to the Disaster Management Act, No. 2, 2003 and has three components namely: Basic plan, Functional Annexes, and Appendices. A basic plan serves as an overview of the government's approach to emergency management; Annexes describe specific activities critical to emergency preparedness and response; and Appendices support each Annex and contain technical information, details, and methods for use in emergency operations.

This plan was developed through a consultation process among key stakeholders from various government departments and agencies, Non State Actors (NSAs) and volunteer organizations. The DMD in the Second Vice President's Office appreciates the cooperation and support from all departments and agencies which have contributed to the development of this plan. Special thanks go to the United Nations Joint Programme (JP 6.2) for providing financial support for this project.

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LIST OF ACRONYMS AND ABBREVIATIONS

EOC	Emergency Operation Center
GIS	Geographical Information Systems
ICP	Incident Command Post
IMS	Institute of Marine Science
JEOC	Joint Emergency Operation Center
JIC	Joint Information Center
JIS	Joint Information System
JKU	Jeshi la Kujenga Uchumi Zanzibar
KMKM	Kikosi Maalum cha Kuzuia Magendo Zanzibar (Ant-Smuggling Unit)
KVZ	Kikosi cha Voluntia Zanzibar
NSAs	Non State Actors
PIO	Public Information Officer
SOGs	Standard Operating Guidelines
SOPs	Standard Operating Procedures
TMA	Tanzania Meteorological Agency
TPDF	Tanzania People's Defence Forces
TPF	Tanzania Police Force
TTCL	Tanzania Telecommunication Company Limited
WMD	Weapons of Mass Destruction
ZAWA	Zanzibar Water Authority
ZCT	Zanzibar Commission for Tourism
ZDCS	Zanzibar Disaster Communication Strategy
ZECO	Zanzibar Electricity Corporation
ZEPRP	Zanzibar Emergency Preparedness and Response Plan
ZMA	Zanzibar Maritime Authority

DEFINITION OF TERMS

COMMAND AND CONTROL: A top down emergency response structure that specifies who is in charge and who reports to whom. Establishing this structure beforehand ensures all concerned agencies understand their responsibilities and are ready to respond in a coordinated manner when a disaster occurs.

DISASTER: is a serious disruption of the functioning of a community or society causing widespread human, economic or environmental losses which exceed the ability of the affected community/society to cope using its own resources.

DISASTER PREPAREDNESS: refers to activities that are undertaken to protect human lives and property in conjunction with threats that cannot be controlled by means of mitigation measures or from which only partial protection is achieved. Thus, preparedness activities are based upon the premise that disaster impact will occur and that plans, procedures, and response resources must be established in advance. These are designed not only to support a timely and effective emergency response to the threat of imminent impact, but also to guide the process of disaster recovery.

DISASTER RECOVERY: refers to activities that begin after disaster impact has been stabilized and extends until the community has been returned to its normal activities. In some cases, the recovery period may extend for a long period of time. The immediate objective of recovery activities is to restore the physical infrastructure of the community-water, sewer, electric power, fuel (e.g., natural gas), telecommunication, and transportation-but the ultimate objective is to return the community's quality of life to at least the same level as it was before the disaster. Recovery has been defined in terms of short-term (relief and rehabilitation) measures versus long-term (reconstruction) measures. Relief and rehabilitation activities usually include clearance of debris and restoration of access to the impact area, reestablishment of economic (commercial and industrial) activities, restoration of essential government or community services, and provision of an interim system for caring for victims-especially housing, clothing, and food. Reconstruction activities tend to be dominated by the rebuilding of major structures-buildings, roads, bridges, dams, and efforts to revitalize the economic system.

DISASTER AREA: is any area in which there occurs a disaster for which it is declared to be such an area in this plan.

EMERGENCY: is an event involving a minor consequence for a community-perhaps a few casualties and a limited amount of property damage, e.g., car crashes, ruptured natural gas pipelines, house fires, traumatic injuries, and cardiac crises. Emergencies are events that can be managed successfully with local resources.

EMERGENCY OPERATIONS CENTER (EOC): refers to specially equipped facilities from which the government officials exercise direction and control and coordinate necessary resources in an emergency situation.

EMERGENCY RESPONSE: refers to activities that are conducted during the time period that begins with the detection of the event and ends with the stabilization of the situation following impact. The goal of emergency response is to save lives and property by positioning emergency equipment and supplies; evacuating potential victims; providing food, water, shelter and medical care to those in need; and restoring critical public services. Some of the more visible response activities undertaken to limit the primary threat include securing the impact area, evacuating threatened areas, conducting search and rescue for the injured, providing emergency medical care, and sheltering evacuees and other victims. During the response stage, emergency managers must also continually assess damage and coordinate the arrival of converging equipment and supplies so they can be deployed promptly to those areas with the greatest need.

EVACUATION: is an operation whereby all or part of a particular population is temporarily relocated, whether individually or in an organized manner, from an area in which a disaster or emergency is imminent or has occurred.

EARLY WARNING SYSTEM: is a programme established to monitor and warn of the threat of disasters ahead of time, to trigger timely, appropriate preventive measures. Such a programme involves monitoring at household, community, shehia, district, and national levels.

HAZARD: is a potentially damaging physical event, phenomenon or human activity that may cause loss of life or injury, property damage, social and economic disruption or environmental degradation.

HAZARD MITIGATION: refers to those advance actions taken to reduce or eliminate the long term risk to human life and property from natural hazards. Hazard mitigation activities often focus on preventing disasters before they happen or reducing the likelihood or severity of their occurrence. These activities include: (i) strengthening buildings and infrastructure exposed to hazards by means of building codes, engineering design, and construction practices to increase the resilience and damage resistance of structures, as well as building protective structures such as dams, levees, and seawalls, (ii) avoiding hazard prone areas by directing new development away from known hazards locations through comprehensive plans and zoning regulations and (iii) maintaining protective features of the natural environment by protecting sand dunes, wetlands, vegetation cover, and other ecological elements that absorb and/or reduce hazard impacts, helping to protect exposed buildings and people.

HAZARDOUS MATERIAL (HAZMAT): A substance in a quantity or form posing an unreasonable risk to health, safety, and/or property when manufactured, stored, or transported. The substance, by its nature, containment, and

reactivity, has the capability for inflicting harm during an accidental occurrence. Is toxic, corrosive, flammable, reactive, an irritant, or a strong sensitizer, and poses a threat to health and the environment when improperly managed. Hazmat includes toxic substances, certain infectious agents, radiological materials, and other related materials such as oil, used oil, petroleum products, and industrial solid waste substances.

NATURAL DISASTER: is a disaster that arises from the interaction of natural phenomenon and includes such occurrences as earthquakes, hurricanes, floods, drought, fire or epidemics.

MAN-MADE DISASTER: is a disaster that arises from the act of human being causing a catastrophic situation which includes civil disturbances, riot and war, oil spills, influx or refuges, industrial accidents and all kinds of transport accidents.

RISK: is the probability of harmful consequences or expected losses (deaths, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human-induced hazards and vulnerable conditions.

SOCIAL VULNERABILITY: is the characteristic of a person or group and their situation that influence their capacity to anticipate, cope with, resist, and recover from the impact of a natural hazard, and that social vulnerability changes with time.

STANDARD OPERATING PROCEDURES (SOPs): are approved methods for accomplishing a task or set of tasks. SOPs are typically prepared at the department or agency level. They are also referred to as Standard Operating Guidelines (SOGs).

VULNERABILITY: refers to social and material conditions derived from characteristics of individuals and groups that make them susceptible to harm and loss from environmental hazards and that constrain their ability to cope with the adversities of disasters.

PART I: BASIC PLAN

1.1 Introduction

- A. This plan outlines actions to be taken by government officials, Non State Actors (NSAs) and volunteer organizations to:
 - (i) Prevent disasters and reduce the vulnerability of Zanzibar residents to any disasters that may strike.
 - (ii) Establish capabilities for protecting citizens from the impacts of disasters.
 - (iii) Respond effectively to the actual occurrence of any emergency involving extensive damage within the country.
- B. This plan does not intend to deal with those events that happen on a daily basis, which do not cause widespread problems and are handled routinely by various departments and government agencies within the country. The plan intends to deal with emergencies and disasters which create needs and cause suffering that the victims cannot alleviate without assistance, and that requires an extraordinary commitment of national resources.
- C. The ZEPRP is a multi-hazards, functional plan, broken down into three components:
 - (i) A basic plan that serves as an overview of the government's approach to emergency management.
 - (ii) Annexes that address specific activities critical to emergency preparedness and response.
 - (iii) Appendices which support each Annex and contain technical information, details, and methods for use in emergency operations.
- D. The contents of this plan must be understood by those who will implement it otherwise will not be effective. Thus, appropriate government officials, heads of departments, agencies and volunteer organizations will be required to understand their roles and responsibilities in emergency operations.
- E. In collaboration with DMD, each department, agency, Volunteer organizations and Non State Actor with an assigned task will be responsible for the review and maintenance of their respective segments of the plan. They will update their portion of the plan as needed based on experience in emergencies, deficiencies identified in drills and exercises, and changes in government structure and emergency organizations.
- F. This plan when used properly and updated annually can assist government officials in responding to and protecting the citizens from the impacts of natural and man-made/technological hazards.

1.2 Authority

The legislation and other official documents under which the DMD is authorized to prepare the ZEPRP and ZDCS include:

Legislation

- A. Part VI of the Disaster Management Act No 2, 2003 which states that “The Disaster Relief Coordination Commission shall prepare the National Emergency Operation Plan for coordination and disaster prevention which shall be submitted to the various government organs before its commencement for consideration. The National Emergency Operation Plan shall identify all measures needed to anticipate, understand, prepare and prevent disasters”.
- B. Other official documents:
 - (i) The Zanzibar Disaster Management Policy of 2011, which has the overall goal to operationalize an effective and efficient disaster management system that will minimize risks of loss of life and property in Zanzibar.
 - (ii) The Strategic Plan (2005 – 2008) for managing disasters, which sets out a strategic direction for disaster interventions. That is, vision and mission statements and the purpose of emergency interventions.
 - (iii) Zanzibar disaster capacity needs assessment, 2008, which states that a national response plan to emergencies should be prepared for Zanzibar. The plan should include human resources, logistics, rescue teams, medical facilities, security arrangements, funds and the operational guidelines.

1.3 Purpose

- A. This plan establishes operational procedures and guidelines that will allow the country to save lives, minimize injuries, protect property, and preserve a functioning government in times of natural and man-made /technological hazards.
- B. This plan establishes the guidelines for conducting efficient, effective, coordinated emergency operations involving the use of all resources belonging to or available to the Revolutionary Government of Zanzibar.
- C. The plan describes the emergency response organizations and assigns responsibilities for various emergency tasks.
- D. This plan intends to provide a framework for more specific functional annexes that describe in more detail, who does what, when, and how.
- E. The primary audience for this plan includes the Disaster Management Department (DMD) and other departments, government agencies, elected and appointed officials, volunteer organizations, Non State Actors and others that support disaster preparedness and response efforts.

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1.4 Scope

- A. The ZEPRP concepts apply to a major disaster or emergency as defined in this plan and the Disaster Management Act, No 2, 2003, which includes natural disasters and man-made/technological hazards or any other occasion or instance for which the President of Zanzibar determines that the national assistance is needed to supplement the local efforts and capabilities.
- B. The ZEPRP covers the full range of complex and constantly changing requirements following a major disaster or emergency: saving lives, protecting property, and meeting basic human needs (preparedness and response); restoring the disaster-affected area (recovery); and reducing vulnerability to future disasters (mitigation). The ZEPRP does not specifically address long-term reconstruction and redevelopment activities of recovery phase.
- C. The ZEPRP applies to all departments, government agencies and volunteer organizations that may be tasked to provide assistance in a major disaster or emergency.

1.5 Situation

1.5.1 Background

- A. Zanzibar is a state whose territory is the whole areas of Unguja and Pemba and other surrounding islands and territorial waters, which, before the Union of Tanganyika and Zanzibar, was recognized as People's Republic of Zanzibar. Zanzibar is among the two countries that form the United Republic of Tanzania¹.
- B. The total surface area of Zanzibar is 2,654 square kilometers of which Unguja covers 1,666 square kilometers and Pemba covers the remaining 988 square kilometers.
- C. Due to their location, the Zanzibar Islands experience maritime equatorial climatic regime with an average temperature between 30⁰C and 35⁰C during the larger part of the year. The minimum mean temperature is between 20⁰C and 24⁰C during the cooler season.
- D. Zanzibar Islands experience the Southeast monsoon (locally known as Kusi) from April to October and Northeast monsoon (locally known as Kaskazi)

¹ Translated from the Swahili version of the Zanzibar Constitution, 1984, Section one, amended in 2010.

from December to February. During March and November the winds are mainly variable.

- E. In 2002 Zanzibar had a population of 981,754 with a growth rate of 3.1 percent and a population density of 400 persons per square kilometer hence Zanzibar is the most densely populated part of East Africa. Of the total population, 40 percent of the people in Zanzibar live in urban areas while the remaining 60 percent live in rural areas. The population of Zanzibar in 2010 is estimated to be 1,273,512 and by 2020, Zanzibar population is projected to reach about 1,747,228².

1.5.2 Factors Contributing to Zanzibar Vulnerability

- A. Location: The most obvious factor contributing to vulnerability of Zanzibar is its geographical location and proximity to hazard prone areas such as coastlines. The geographical location of Zanzibar increases the vulnerability or exposure to hazards such as floods, tropical storms, and tsunamis.
- B. Economic stability: Zanzibar mostly depends on Agriculture and Tourism sectors for people's livelihoods. Countries which rely on only two economic sector such tourism and agriculture are more vulnerable than those Countries with diversified economic base. For example, if a tropical storm wipes out the beaches and ocean front hotels/motels in Zanzibar, the country will lack resources to recover.
- C. Poverty: It is estimated that more than 48% of the population in Zanzibar has income that is below the basic needs poverty line³. Poor households are more vulnerable to disasters than households with relatively high income. This is because poor households have insufficient financial resources for purchasing supplies in anticipation of an event or for buying services and materials in the aftermath of a disaster. As a result the impact is likely to affect them disproportionately, including higher mortality rates.
- D. Gender: Women headed households in Zanzibar are more likely to have a difficult time during recovery than male-headed households, due to sector-specific employment, lower incomes, and family care responsibilities.
- E. Urban/Rural: Most rural residents in Zanzibar are more vulnerable due to lower incomes and more dependent on locally based resource extraction economies such as small farming and fishing. On the other hand, high-density urban areas such as narrow streets of Stone Town (Mji Mkongwe) may complicate the evacuation process and increase the level of vulnerability of the residents.
- F. Education: Education is linked to socioeconomic status, with higher educational attainment resulting in greater lifetime earnings. Lower

² Population and Housing Census (2000)

³ Successor strategy for growth and reduction of poverty (MKUZA II) May, 2010

education constrains the ability to understand warning information and access to recovery information.

- G. Special needs groups: Special need groups in Zanzibar are at high risk. The most vulnerable groups are the elderly, children, tourists and disabled.

1.5.3 Hazard Experienced in Zanzibar and Human Effects for the past five years

- A. Zanzibar has experienced a variety of natural and man-made/technological disasters. Experience has shown that drought, floods, epidemics, fire, strong winds, accidents (road, industrial, marine and civil aviation), pest infestation, civil conflicts and minor earthquakes are major types of hazards in Zanzibar. Some of the disasters have caused loss of lives, significant damage to properties and infrastructure, and environmental degradation causing serious disruption of the development gains made over the years.
- B. Zanzibar experienced very heavy rainfall in year 2005. This was considered to be the worst downpour in 40 years. This unprecedented rainfall resulted in a major flood disaster that left more than 10,000 households homeless and over 10,000 others lost their livelihoods⁴.
- C. In March 2008 Zanzibar experienced a hunger crisis resulting from 2006/07 poor crop performance caused by inadequate and erratic rainfall in that year. This drought, together with soaring food prices caused by crop failures of the previous harvest season compounded the problem of food insecurity and thus led to malnutrition in the most vulnerable households⁵.
- D. During the period of May-June 2008, Zanzibar suffered a major failure of its electricity supply system, which left the Unguja Island without electricity for nearly six weeks. Also, the Island experienced a second major blackout from 10 December 2009 to 08 March 2010, due to a problem with the submarine cable. Both of these power failure incidents caused a serious problem to the fragile economy of Zanzibar – costing the nation billions of shillings⁶.
- E. In recent years, reported cases of marine accidents have significantly increased. In March 2009, fire destroyed two passenger ships, MV Aziza I and MV Aziza II. In May 2009 a cargo ship (MV Fat-hi) capsized at the Zanzibar main port of Malindi where six people were confirmed dead and 27 people were rescued⁷.
- F. In the past years, injuries contributed mainly by road traffic accidents have significantly increased, contributing to burden of diseases and disabilities.

⁴ Zanzibar Disaster Management Policy, 2011

⁵ Zanzibar Disaster Management Policy, 2011

⁶ Zanzibar Disaster Management Policy, 2011

⁷ Zanzibar Disaster Management Policy, 2011

For example in 2010, it is estimated that about 112 people were killed by car accidents and more than 1264 were injured⁸.

- G. Fire outbreaks that pose potential risks to lives of people and property have significantly increased over the past years. Data provided by the Fire and Rescue Department indicate that during the period of 2006-2010 about 30 people lost their lives due to fire incidents. Statistics indicate that from 2006 to 2010, a total of 436 cases of fire incidents occurred in Zanzibar. These fire incidences include 263 cases of houses, 39 cases of motor vehicles, 94 cases of forest, 19 cases of dumping sites, 19 cases of Transformer and 2 cases of aircraft⁹.

1.5.4 Major Potential Hazards in Zanzibar

- A. Zanzibar is exposed to many hazards, all of which have the potential of disrupting the community, causing casualties, and damaging or destroying public or private property. A summary of potential hazards is provided in Table 1.

⁸ Zanzibar Traffic Department, 2010

⁹ Zanzibar Fire and Rescue Department, 2011

Table 1: Summary of potential hazards in Zanzibar

I: NATURAL HAZARDS
1. Flood
2. Drought
3. Cyclones
4. Earthquake
5. Lightning
6. Landslides
7. Tsunami
8. Strong Winds
9. Beach erosion
II: MAN-MADE/TECHNOLOGICAL HAZARDS
1. Epidemics(Cholera, Rift Valley Fever, Bird Flu, Swine Flu, etc)
2. Fire Outbreak
3. Road Accidents
4. Pest Infestation
5. Collapse of Old and Dilapidated Buildings
6. Power Failure
7. Proliferation of Unplanned Settlements
8. Environmental Degradation and Pollution
9. Marine Accidents
10. Oil Spill
11. Civil Disorder
12. Aircraft Accidents
13. Hazardous Material
14. Industrial Disasters
15. Terrorism
16. Food Poisoning
17. Subsidence
18. HIV/AIDS
19. Animal Disease outbreak(Anthrax, Beak Quarter, Foot and Mouth disease, lumpy Skin etc)

- B. Drought and floods as well as epidemics and strong winds are the main natural hazards that impact most severely on Zanzibar population.
- C. Poor nutrition constitutes another major problem in Zanzibar as reflected by high prevalence of micronutrient deficiencies and protein energy malnutrition. Studies show that child malnutrition is strongly present in

Zanzibar with 23% of under-fives being stunted, 6% wasted and 19% underweight¹⁰.

- D. Epidemic problems especially cholera outbreaks and malaria in Zanzibar are mainly contributed by poor living environment. It is estimated that more than 70% of the population in urban areas in Zanzibar live in unplanned settlements. These settlements are characterized by lack/inadequate provision of infrastructural services such as water supply and liquid and solid waste collection, treatment and disposal.
- E. HIV/AIDS remain to be major diseases with far-reaching consequences to Zanzibar population. It is estimated that more than 600 Zanzibaris have died of AIDS since the first case that was identified in 1986. By early 2003 about 500 AIDS orphans had been registered by Non-Governmental Organizations (NGOs) dealing with HIV/AIDS and around 6,000 adults and children are estimated to be living with HIV/AIDS¹¹.
- F. The fast population increase in Zanzibar is putting pressure on energy requirements. This in turn is making people to look for alternative sources of energy such as wood fuel. Massive deforestation through charcoal burning and search for agricultural land is leading to unsustainable use of the forest resources that leads to increased risks to droughts, floods, erosion, and diseases.
- G. Road and marine accidents continue to occur frequently in Zanzibar, claiming lives and causing injuries to thousands of people. Studies have also shown that aviation accidents have been reported to occur in Zanzibar; for example, one aircraft was forced to land in Kiwengwa and Mtende villages
- H. Violent Conflicts and crime continue to affect many people in various ways in Zanzibar. For example, the post-election violence in 2001 affected many people in both Pemba and Unguja.
- I. Climate Change has now been confirmed beyond reasonable doubt to be a global reality. Although currently there is little or no research that has been done on climate change in Zanzibar, several extreme weather incidents have been observed during the past years. For example, on 21st March 2008 Zanzibar experienced the highest rise in sea level, which caused flooding of the old town. Changes in sea level have led to beach erosion in many places throughout Zanzibar such as Jambiani, Kiwengwa and Nungwi¹².

¹⁰ Zanzibar food security and nutrition programme, 2008

¹¹ Follow up to the declaration of commitment on HIV/AIDS (UNGASS), 2005

¹² Zanzibar Disaster Management Policy, 2011

- J. It has been reported that there have been two small scale earthquakes that have occurred in Zanzibar recently. This suggests that there are possibilities of major earthquake incidents to occur in the future.

1.5.5 Likelihood of Occurrence of potential Hazards in Zanzibar

- A. Table 2 summarizes the likelihood of occurrence of potential hazards in Zanzibar.
- B. Most disasters listed in Table 2 are generally more likely to occur in Zanzibar and are more likely to cause loss of life, major economic losses and property damage and health problems.
- C. Disasters which are highly likely to occur include marine accidents, proliferation of unplanned settlements, environmental degradation and pollution, road accidents, HIV/AIDS and beach erosion.
- D. Disasters which are just likely to occur in Zanzibar include, earthquake, flood, tsunami, cyclones, drought, landslides, lightning, Epidemics, animal diseases outbreak, fire outbreaks, building collapse, power failure, civil disorder, oil spill, terrorist activity, aircraft accidents, strong winds and pest infestation.
- E. Disasters which are unlikely to occur in Zanzibar include hazardous material, industrial disasters and subsidence.
- F. The findings in Table 2 indicate that most disasters may cause major impact on public health and safety and property damage.

S/N	HAZARD TYPE	LIKELIHOOD OF OCCURRENCE			ESTIMATED IMPACT ON PUBLIC HEALTH AND SAFETY			ESTIMATED IMPACT ON PROPERTY	
		UN LIKELY	LIKELY	HIGHLY LIKELY	LIMITED	MODERATE	MAJOR	LIMITED	MODERATE
1	EARTHQUAKE		●						
2	FLOOD		●						
3	Tsunami		●						
4	Cyclones		●			●			
5	DROUGHT		●					●	
6	LANDSLIDES		●			●			
7	LIGHTNING		●						●
8	MARINE ACCIDENTS			●					
9	EPIDEMICS (CHOLERA, RIFT VALLEY FEVER, BIRD FLU, ETC)			●					●
10	FIRE OUTBREAK		●				●		
11	COLLAPSE OF OLD AND DILAPIDATED BUILDINGS		●				●		
12	PROLIFERATION OF UNPLANNED SETTLEMENTS			●					●
13	ENVIRONMENTAL DEGRADATION AND POLLUTION			●					
14	POWER FAILURE		●						●
15	CIVIL DISORDER		●				●		●
16	HAZARDOUS MATERIALS		●				●		●
17	INDUSTRIAL DISASTERS		●						●
18	OIL SPILL		●						●
19	TERRORISM		●						
20	ROAD ACCIDENTS			●					●
21	AIRCRAFT ACCIDENTS		●						
22	SUBSIDENCE		●						
23	PEST INFESTATION		●						
24	STRONG WINDS		●				●		
25	HIV/AIDS			●					●
26	ANIMAL DISEASES (ANTHRAX, BREAK QUARTER, ETC)		●						●
27	BEACH EROSION			●				●	
28	FOOD POISONING		●						●

Table 2: Likelihood of occurrence of potential hazards in Zanzibar

1.6 Planning assumptions

- A. Zanzibar will continue to be exposed to the impact of those hazards summarized in Table 1 as well as others that may develop in the future.
- B. It is possible for a major disaster to occur at any time and at any place. In many cases, dissemination of warning to the public and implementation of increased preparedness measures may be possible. However, some emergency situations occur with little or no warning.
- C. Since it takes time to summon external assistance, it is essential to be prepared to carry out the initial emergency response on an independent basis.
- D. A major disaster or emergency can cause numerous fatalities and injuries, property damage, and disruption of normal life-support systems, and can have an impact on the physical and social infrastructures.
- E. The extent of casualties and damage will reflect factors such as the time of occurrence, severity of impact, weather conditions, population density, building construction, and the possible triggering of secondary events such as fire and floods.
- F. The large number of casualties, heavy damage to buildings and basic infrastructure, and disruption of essential public services will overwhelm the capabilities of the government to meet the needs of the situation, and the President of Zanzibar will declare a major disaster or emergency.
- G. Government agencies and departments will need to respond on short notice to provide timely and effective assistance.
- H. Proper mitigation actions, such as floodplain management, and fire inspections, can prevent or reduce disaster-related losses. Detailed emergency planning, training of emergency responders and other personnel, conducting periodic emergency drills and exercises and creating public awareness can improve the readiness to deal with emergency situations.
- I. Government officials at all levels should be aware of the possible occurrence of an emergency or major disaster and should also be aware of their responsibilities in the execution of this plan and should fulfill these responsibilities as needed.
- J. Zanzibar has limited capability and resources, however, if effectively employed, would minimize the loss of life and damage to property in the event of an emergency or major disaster. This must include collaboration with the private, Non State Actors and international and local volunteer organizations. More detailed information on capability and resources of Zanzibar can be found in the disaster risk and capacity needs assessment report, 2008.

1.7 Concept of operations

- A. It is the responsibility of the Revolutionary Government of Zanzibar to provide for a comprehensive management program that meets the emergency needs of those who either have been or might be affected by

an emergency or major disaster. When the emergency exceeds the government's capability to respond, assistance will be requested from the government of the United Republic of Tanzania. If additional assistance is needed, the government of the United Republic of Tanzania will request assistance from other countries and appropriate Regional and International Humanitarian Organizations.

- B. DMD is responsible for coordinating all disaster management issues in the country; including disaster relief operations and preparedness measures and performs other roles as stipulated in the Disaster Management Act, No. 2, 2003.
- C. This plan is based on the concept that the emergency functions assigned to the various government departments and agencies and volunteer organizations in this plan will parallel their normal day-to-day functions as closely as possible. The same personnel and material resources will be employed as much as possible in both normal and emergency functions.
- D. Those day-to-day functions that do not contribute directly to emergency operations may be suspended during the emergency. The efforts that would normally be required for those functions will be redirected to the accomplishment of emergency tasks by the department or individual concerned.
- E. This plan will be implemented according to the emergency classification and control procedures set forth in the Annexes. The procedures discussed under the Annexes will describe what happens when an emergency/disaster occurs, the response procedures that will take place, and the notification of departments, agencies and volunteer organizations.
- F. When the DMD is satisfied that an emergency situation that escalates to a disaster exists in any area in Zanzibar it shall promptly inform the Minister responsible for matters regarding disaster response. In turn, the Minister shall inform the Chairman of the National Committee who shall inform the President of the Revolutionary Government of Zanzibar accordingly and advise him/her of the views of the National Committee.
- G. The President of Zanzibar, upon receipt of such information and advice may direct the Minister if he/she considers necessary that the Zanzibar Emergency Preparedness and Response Plan (ZEPRP) and the Zanzibar Disaster Communication Strategy (ZDCS) be activated by notice published in the government gazette and the media.
- H. The President of Zanzibar may declare the area in which the emergency situation exists to be a disaster area and the public shall not be allowed to use that area until other directives be given.

1.8 Organization and assignment of responsibilities

1.8.1 Organization

Zanzibar Emergency Preparedness and Response Plan (EPRP) is set up along the functional lines, which are included as Annexes. The emergency support function Annexes describe the concept of operations and responsibilities of the

primary and support agencies involved in the implementation of key response functions. The emergency support functions include the following:

- Annex A: Direction and Control
- Annex B: Communications and Warnings
- Annex C: Evacuation
- Annex D: Firefighting
- Annex E: Law enforcement
- Annex F: Health and Medical Services
- Annex G: Search and Rescue
- Annex H: Shelter and Mass care
- Annex I: Emergency Public Information
- Annex J: Damage Assessment
- Annex K: Public Works and Engineering
- Annex L: Energy and Utilities
- Annex M: Resources Management and Supply
- Annex N: Transportation
- Annex O: Hazardous Material and Oil spill Response

8.1.2 Assignment of responsibilities

For most emergency functions, successful operations require a coordinated effort from a number of departments, agencies, volunteer organizations and other organizations. To facilitate a coordinated effort, elected and appointed officials, departments and agency heads, and other personnel are assigned primary responsibility for planning and coordinating specific emergency functions. Generally, primary responsibility for an emergency function will be assigned to an individual from the department or agency that has legal responsibility for that function or possesses the most appropriate knowledge and skills. Other officials, departments, and agencies may be assigned support responsibilities for specific emergency functions. Table 3 summarizes the general emergency responsibilities of key government departments and agencies and other organizations.

Specific departments, agencies and volunteer organizations will be assigned primary responsibility to prepare, perform and coordinate each of the functions listed in the Annexes. Others will be assigned support responsibilities. The specific tasks to be performed are detailed in the Task by Functions section. It will be the responsibility of those departments, agencies or volunteer organizations having primary or support responsibility to maintain current standard operating guidelines and checklists which detail how their assigned task will be performed to implement this plan.

Departments and individuals tasked with emergency responsibilities will address the requirements of special needs groups (i.e., provide for medical needs, transportation, and other emergency support for the handicapped, elderly, children, tourists, etc.).

Table 3: Summary of Emergency Responsibilities of Government Departments, Agencies and Volunteer Organizations

Department/Agency ¹³	Function	Direction & Control	Communication and Warning	Evacuation	Fire Fighting	Law Enforcement	Health and Medical Care	Search and Rescue	Shelter and Mass Care	Emergency Public Information	Damage assessment	Public works and Engineering	Energy and Utilities Resources and Supply	Transportation Hazardous	Material and Oil Spill
Disaster Management Department(DMD)		P	P	P					P	P	P				
Second Vice President's Office		P								S					
Disaster Management Committees		S	S	S					S	S	S				
Department of Public Health					S		P		S						
Department of Energy												P			
Department of Construction											S	P			S
Department of Environment							S				S				S
Department of Lands and Registration								S			S				
Department of Aviation					S			S						S	
Department of Rural and Urban Planning									S						
Commission for Agriculture ,Research and Extension							S		S				S		
Department of Livestock Development							S								
Department of Information			P							P					
Department of Communication			S							S					
Department of Social Welfare				S			S			S					
Department of Transportation and Licensing				S								S		P	S
Department of Women and Children Development									S						
Special Department — Fire and Rescue				S	P	S		P				S			

¹³ Note: P - Primary Agency-Responsible for coordinating the Emergency Function; S - Support Agency- Responsible for supporting the Primary Agency

Department/Agency ¹³	Function	Direction	Communication and Warning	Evacuation	Fire Fighting	Law Enforcement	Health and Medical Care	Search and Shelter and Mass Care	Emergency Public Information	Damage	Public works and Engineering	Energy and Resources and Supply	Transportation	Hazardous Material and Oil spill
Special Department — Mafunzo				S	S	S		S			S	S	S	
Special Department — JKU				S	S	S		S			S	S	S	S
Special Department — KVZ				S	S	S		S			S	S	S	S
Special Department — KMKM				S	S	S		P			S	S	S	S
Ministry of Finance and Economic Affairs														
Tanzania Red Cross			S	S			S	S					S	S
Zanzibar Municipal , Town and District Councils										S		S		
Tanzania Police Forces (TPF)				P	S	P	S	S						
Tanzania Meteorological Agency (TMA)			S											
Zanzibar Commission for Tourism (ZCT)			S											
Zanzibar Electricity Corporation (ZECO)					S							S		
Zanzibar Water Authority (ZAWA)												S		
Tanzania People's Defence Forces (TPDF)			S	S	S	S	S	P		S	S	S	S	S
Zanzibar Maritime Authority (ZMA)			S	S	S								S	P
Regional and International Agencies								S				S		
Institute of Marine Science (IMS)			S											
Cellular Networks (ZANTEL, VODACOM, AIRTEL, TIGO, TTCL)			S						S					
The Media (TVs, Newspapers, Radio, etc)			S						S					

1.8.3 Task by function

I. Direction and Control

Primary Agency: The primary responsibility for this function is assigned to DMD and the Second Vice President's Office that will maintain Annex A (Direction and Control) to this plan and supporting Standard Operating Procedures (SOPs).

Supporting Agencies: Disaster Management Committees

TASKS:

- 1) Establish objectives and priorities for the emergency management program and provide general policy guidance on how to conduct the program.
- 2) Monitor the emergency response during disaster situations and provide direction and control where appropriate.
- 3) With the assistance of the Head of the Division of Information and Education, keep the public informed during emergency situations.
- 4) Direct activation of the Emergency Operation Center (EOC).
- 5) Organize the emergency management program and identify personnel, equipment, and facility needs.
- 6) Assign emergency management program tasks to departments and agencies and volunteer organizations.
- 7) Coordinate local planning and preparedness activities and maintenance of this plan.
- 8) Arrange appropriate training for local emergency management personnel and emergency responders.
- 9) Coordinate with local and international volunteer groups and other humanitarian organizations regarding emergency operations.

II. Communication and Warning

Primary Agency: The primary responsibility for this function is assigned to DMD, Division of Information and Education and Department of Information which will maintain Annex B (Communication and Warning) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Disaster Management Committees, Tanzania Meteorological Agency (TMA), Department of Communication, Zanzibar Commission for Tourism, Tanzania Police Force (TPF), The media (TVs, Radio, Newspapers), Cellular Networks (ZANTEL, VODACOM, Airtel, TIGO), Zanzibar Maritime Authority (ZMA), Institute of Marine Science (IMS) and Tanzania Red Cross.

TASKS:

- 1) Receive information on emergency situations.
- 2) Alert key local officials of emergency situations.
- 3) Disseminate warning information and instructions to the public through available warning systems.
- 4) Disseminate warning and instructions to special facilities such as schools, prisons, nursing homes, day care centers and hospitals.

- 5) Identify the communications systems available within the country at all levels and determine the connectivity of those systems, and ensure their interoperability.
- 6) Develop plans and procedures for coordinated use of the various communications systems available in the country during emergencies.
- 7) Determine and implement means of augmenting communications during emergencies, including support by volunteer organizations.

III. Evacuation

Primary Agencies: The primary responsibility for this function is assigned to the DMD, Division of Disaster Response and Operations and Tanzania Police Forces (TPF), which will maintain Annex C (Evacuation) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Disaster Management Committee, Special Departments — Fire and Rescue, JKU, KMKM, KVZ and Mafunzo, Tanzania People's Defense Force (TPDF), Zanzibar Commission for Tourism, Zanzibar Maritime Authority (ZMA), Department of Transportation and Licensing, Department of Social welfare and Tanzania Red Cross.

TASKS:

- 1) Identify areas where evacuation has been or may in the future and determine the population at risk.
- 2) Perform evacuation planning for known risk areas to include route selection and determination of traffic control requirements.
- 3) Develop simplified planning procedures for ad hoc evacuations.
- 4) Determine emergency public information requirements.
- 5) Perform evacuation planning for special needs facilities (schools, hospitals, nursing homes, and other institutions).
- 6) Develop procedures and provide transportation assistance in evacuating population segments that lack their own vehicles.

IV. Fire Fighting

Primary Agency: The primary responsibility for this function is assigned to special department— Fire and Rescue which will maintain Annex D (Firefighting) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Tanzania Police Force (TPF), Special Departments (JKU, KMKM, KVZ and Mafunzo), Tanzania People's Defence Forces (TPDF), Department of Preventive and Public Health Services, Zanzibar Maritime Authority (ZMA) and Department of Aviation.

TASKS:

- 1) Fire prevention activities.
- 2) Fire detection and control.
- 3) Terrorist incident response.
- 4) Evacuation support.
- 5) Post-incident reconnaissance and damage assessment.

- 6) Fire safety inspection of temporary shelters.
- 7) Prepare and maintain fire resource inventory.

V. Law Enforcement

Primary Agency: The primary responsibility for this function is assigned to the Tanzania Police Force (TPF), which will maintain Annex E (Law Enforcement) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Tanzania People's Defense Force (TPDF) and special departments (Fire and Rescue, JKU, KMKM, KVZ and Mafunzo)

TASKS:

- 1) Maintain law and order.
- 2) Traffic control.
- 3) Terrorist incident response.
- 4) Provision of security for vital facilities, evacuated areas, and shelters.
- 5) Access control for damaged or contaminated areas.
- 6) Warning support.
- 7) Post-incident reconnaissance and damage assessment.
- 8) Prepare and maintain law enforcement resource inventory.

VI. Health and Medical Services

Primary Agency: The primary responsibility for this function is assigned to the Department of Preventive and Public Health Services, which will maintain Annex F (Health & Medical Services) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Tanzania Red Cross, Department of Environment, Department of Livestock Development, Department of Agriculture, Tanzania Police Forces (TPF), Department of Social Welfare and Tanzania People's Defense Forces (TPDF)

TASKS:

- 1) Coordinate health and medical care during emergency situations.
- 2) Provide public health information and education.
- 3) Inspection of food and water supplies.
- 4) Develop emergency public health regulations and orders.
- 5) Coordinate collection, identification, and interment of deceased victims.

VII. Search & Rescue

Primary Agencies: The primary responsibility for this function is assigned to two special departments (Fire and Rescue and KMKM), and Tanzania People's Defense Force (TPDF), which will maintain Annex G (Search and Rescue) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Special departments (JKU, KVZ and Mafunzo), Department of Aviation, Tanzania Police Force (TPF), and Tanzania Red Cross, Regional and International Agency

TASKS:

- 1) Coordinate and conduct search and rescue activities.
- 2) Identify requirements for specialized resources to support rescue operations.
- 3) Coordinate external technical assistance and equipment support for search and rescue operations.

VIII. Shelter and Mass Care

Primary Agency: The primary responsibility for this function is assigned to DMD, Division of Disaster and Response Operation and Tanzania Red Cross which will maintain Annex H (Shelter and Mass Care) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Disaster Management Committees, Department of Urban and Rural Planning, Department of Mapping and Registration, Tanzania Police Force (TPF), Department of Social Welfare, Department of Women and Children Development, Department of Agriculture, Regional and International Agencies and Tanzania People's Defense Force (TPDF), and Department of Preventive and Public Health Services

TASKS:

- 1) Perform emergency shelter and mass care planning.
- 2) Coordinate and conduct shelter and mass care operations with other departments, relief agencies, and volunteer groups.
- 3) Identify emergency feeding sites.
- 4) Identify sources of clothing for disaster victims.
- 5) Secure emergency food supplies.
- 6) Coordinate special care requirements for disaster victims such as the aged, special needs individuals, and others.
- 7) Coordinate the provision of disaster mental health services to disaster victims, emergency workers, and/or others suffering trauma due to the emergency incident/disaster.

IX. Emergency Public Information

Primary Agency: The primary responsibility for this function is assigned to DMD, Division of Information and Education and Department of Information Services, which will maintain Annex I (Emergency Public Information) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Disaster Management Committees, Department of Communication, Cellular Networks (ZANTEL, Airtel, VODACOM, TIGO) and the Media (TVs, Radio, Newspapers)

TASKS:

- 1) Establish a Joint Information Center (JIC)

- 2) Conduct on-going hazard awareness and public education programs.
- 3) Compile and release information and instructions for the public during emergency situations and respond to questions relating to emergency operations.
- 4) Provide information to the media and the public during emergency situations.
- 5) Arrange for media briefings.
- 6) Monitor the news media to identify misinformation about the incident.
- 7) Staff a Rumor Control Center that receives calls on an emergency hotline, answers questions from callers, and records/reports the content of these questions to the PIO so she/he can identify issues to be addressed in media briefings.
- 8) Compile, print and photo documentation of emergency situations.

X. Damage Assessment

Primary Agency: The primary responsibility for this function is assigned to the DMD, Division of Planning and Research, which will maintain Annex J (Damage Assessment) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Disaster Management Committees, Department of Lands and Registration, Department of Rural and Urban Planning, Zanzibar Municipal, Town and District Councils, Department of Construction, Department of Environment, and Tanzania people's Defense Force (TPDF)

TASKS:

- 1) Establish and train a damage assessment team using local personnel.
- 2) Coordinate the efforts of the damaged assessment team with DMD personnel.
- 3) Assess and compile information on damage to public and private property and needs of disaster victims and formulate and carry out programs to fill those needs.
- 4) If damages are beyond the capability of the Revolutionary Government of Zanzibar to deal with, compile information to be used in requesting international disaster assistance.

XI. Public Works and Engineering

Primary Agency: The primary responsibility for this function is assigned to Department of Construction, which will maintain Annex K (Public Works and Engineering) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Department of Transportation and Licensing, Tanzania People's Defense Force (TPDF), Special departments (Mafunzo, Fire and Rescue, JKU, KMKM, and KVZ)

TASKS:

- 1) Protect government facilities and vital equipment where possible.
- 2) Assess damage to streets, bridges, traffic control devices, and other public facilities.
- 3) Direct temporary repair of vital facilities such as gas pipelines, electric power, water, sewer, telecommunications, and transportation. Other critical facilities include hospitals, police and fire stations, and schools (for mass care).
- 4) Restore damaged roads and bridges.
- 5) Restore waste treatment and disposal systems.
- 6) Arrange for debris removal.
- 7) General damage assessment support.
- 8) Building inspection support.
- 9) Provide specialized equipment to support emergency operations.
- 10) Support traffic control and search and rescue operations.

XII. Energy and Utilities

Primary Agency: The primary responsibility for this function is assigned to Department of Energy which will maintain Annex L (Energy and Utilities) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Zanzibar Water Authority (ZAWA) and Zanzibar Electricity Corporation (ZECO)

TASKS:

- 1) Prioritize restoration of utility service to vital facilities and other facilities.
- 2) Arrange for the provision of emergency power sources where required.
- 3) Identify requirements for emergency drinking water and portable toilets to the department or agency responsible for mass care (e.g., Tanzania Red Cross).
- 4) Assess damage to, repair, and restore public utilities.
- 5) Monitor recovery activities of privately owned utilities.

XIII. Resource Management and Supply

Primary Agencies: The primary responsibility for this function is assigned to DMD, Division of Finance and Administration and the Ministry of Finance and Economic Affairs, which will prepare and maintain Annex M (Resource Management and Supply) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Disaster Management Committees, Department of Agriculture, Zanzibar Municipal, Town and District Councils, Tanzania Red Cross, Tanzania People's Defense Forces (TPDF), Regional and International Agencies, Special Departments (Mafunzo, Fire and Rescue, KMKM, JKU, and KVZ)

TASK:

- 1) Maintain an inventory of emergency resources.

- 2) During emergency operations, locate supplies, equipment, and personnel to meet specific needs.
- 3) Maintain a list of suppliers for supplies and equipment needed immediately in the aftermath of an emergency.
- 4) Establish emergency purchasing procedures and coordinate emergency procurements.
- 5) Establish and maintain a manpower reserve and coordinate assignment of reserve personnel to departments and agencies that require augmentation.
- 6) Coordinate transportation, sorting, temporary storage, and distribution of resources during emergency situations.
- 7) Establish staging areas for resources, if required.
- 8) During emergency operations, identify to the Donations Management Coordinator those goods, services, and personnel that are needed.
- 9) Maintain records of emergency-related expenditures for purchases and personnel.

XIV. Transportation

Primary Agency: The primary responsibility for this function is assigned to the Department of Transportation and Licensing, which will maintain Annex N (Transportation) to this plan and supporting Standard Operating Procedures.

Supporting Agencies: Department of Aviation, Zanzibar Maritime Authority (ZMA), Tanzania People's Defense Forces (TPDF), Tanzania Red Cross and Special Departments (Mafunzo, Fire and Rescue, JKU, KMKM and KVZ)

TASKS:

- 1) Identify local public and private transportation resources and coordinate their use in emergencies, especially in providing evacuation transportation support to households without their own vehicles.
- 2) Coordinate deployment of transportation equipment to support emergency operations.
- 3) Establish and maintain a reserve pool of drivers, maintenance personnel, parts, and tools.
- 4) Maintain records on use of transportation equipment and personnel for purpose of possible reimbursement.

XV. Hazardous Material and Oil spill Response

Primary Agencies: The primary responsibility for this function is assigned to Zanzibar Maritime Authority (ZMA) which will prepare and maintain Annex O (Hazardous Material & Oil Spill Response) to this plan and supporting SOPs.

Supporting Agencies: Department of Agriculture, Tanzania People's Defense Force (TPDF), Department of Energy, Department of Health and

Human Services, Department of Transportation, Tanzania Red Cross, department of construction, and all special departments

TASKS:

- 1) In accordance with the basic plan, establish procedures to manage the response to hazardous materials and oil spill incidents.
- 2) Initiate appropriate actions to control and eliminate the hazard in accordance with established hazmat response guidance and SOPs.
- 3) Determine areas at risk and which public protective actions, if any, should be implemented.
- 4) Collaborate with firefighting department if the incident has, or may, result in a fire.
- 5) Determines when affected areas may be safely reentered.
- 6) Maintain close coordination between DMD and the supporting agency
- 7) Provide technical, coordination, and administrative support and personnel, facilities, and communications.
- 8) Coordinate, integrate, and manage the overall effort to detect, identify, contain, clean up, or dispose of or minimize releases of oil or hazardous substances, or prevent, mitigate, or minimize the threat of potential releases.

1.9 Direction and control

- A. The Director of DMD will be responsible for coordinating all emergency management activities including implementing this plan and directing and controlling emergency response within the country.
- B. The Director will also be responsible for requesting a declaration of a state of emergency and requesting international assistance when appropriate.
- C. The Director will be responsible for briefing appropriate government officials and other stakeholders on their roles in emergency management.
- D. The Director will be responsible for coordinating and making decisions on routine day-to-day matters pertaining to emergency management.
- E. The Director will be responsible for making sure there is proper functioning and staffing of the EOC and coordinate the EOC operations during an emergency.
- F. Direction and control will originate from the EOC.
- G. The EOC will be located in the DMD office and will be staffed according to the level of emergency.

1.10 Emergency activation levels

Emergency conditions vary with each incident and activation. As a guide to this plan a three-tier system will be used to determine levels of emergency activation.

1.10.1 Activation Levels

LEVEL 1

Level 1— an emergency incident can be handled routinely by one or more departments and government agencies within the community. It only requires local resources. At this level of incident severity, normal government operations are not affected. In such situations, the ZEPRP will not be activated.

LEVEL 2

Level 2— an emergency requires a major response and the significant commitment of resources from several departments and government agencies. It has the potential to require resources in excess of those available to the responding departments to bring the situation under control. A partial or full activation of the ZEPRP will be needed.

LEVEL 3

Level 3— an emergency requires an extensive coordinated response and commitment of resources from all departments and government agencies and could necessitate requesting outside assistance from other countries or international humanitarian organizations. Under such condition, a full activation of the ZEPRP will be needed.

1.10.2 Response Procedures

- A. On scene command and control of the affected area will be established by the first ranking official of the responding department at the scene of the incident. The Incident Commander will be responsible for directing response operations.
- B. When it becomes apparent to the commanding official at the scene that control of the incident is beyond the response capabilities of the initial responding department and the emergency has escalated from Level 1 to Level 2 or higher, the official will notify the Director of DMD.
- C. When notified that an incident has been classified as Level 2 or level 3, the Director of DMD will advise the Second Vice President of the situation, at which time a determination will be made as to whether or not the EOC should be activated and personnel should be assembled.
- D. Should it be decided to assemble the EOC staff, each requested member of the EOC will be notified by the Director or his/her designated representative.

1.11 Administration and logistics

- A. Whenever possible, procurement of necessary resources will be accomplished using normal, day-to-day channels.
- B. During unusual situations when such constraints would result in the loss of life and property, normal requisition procedures can be circumvented. This will be done under the authorities and by the procedures set forth in the Disaster Management Act, No 2, 2003.
- C. Accurate records of all actions taken in an emergency are essential for revision of plans, procedures, and training; design of mitigation activities and settling possible litigation. Each department head, who is responsible for an emergency function, must keep detailed,

accurate records of all emergency conditions and the actions taken in response to those emergency conditions.

- D. Agreements and understandings with other countries and international humanitarian organizations can be utilized to supplement local resources should an emergency exhaust the capabilities of the Revolutionary Government of Zanzibar. Requests for such assistance will be made in accordance with negotiated mutual aid agreements and understandings. All such agreements will be formalized in writing whenever possible.
- E. Procedures for the inventory, storage, and maintenance of resources, including donations and services of the private sector, will be as specified in Annex M (Resource Management and Supply).

1.12 Plan development and maintenance

- A. The Director of DMD will initiate an annual review of the ZEPRP by all heads of departments/agencies and other key stakeholders. The Director will ensure that necessary changes and revisions to the plan are prepared, coordinated, published, and distributed. The Director will provide a copy of the plan revisions to all departments, agencies and international organizations assigned responsibility for implementation of the plan.
- B. This plan will be activated once a year in a full scale exercise, which is a simulated emergency that requires response by all governmental departments. However, the need for a full scale exercise can be waived if there has been a response to a Level 2 or Level 3 incident during that year. The emergency exercise or actual incident will be followed immediately by an oral critique that involves at least one representative from each of the responding organizations. The Director of DMD will ensure that this information is incorporated into a written report that identifies any changes in emergency plans, procedures, facilities, supplies, or personnel staffing and training that are needed to improve the response to future incidents.
- C. As with the annual plan review, the After-Action Report will propose a schedule for implementation of the recommended changes.

PART II: FUNCTIONAL ANNEXES

ANNEX A: DIRECTION AND CONTROL

I. Purpose

This Annex outlines duties and responsibilities of the DMD, elected and appointed officials from the Revolutionary Government of Zanzibar in directing and controlling preparedness and response operations in the event of an emergency or major disaster.

II. Situation and assumptions

A. Situation

The DMD will control operations from either an Incident Command Post (ICP) or an Emergency Operations Center (EOC), depending on the scope of the emergency/disaster situation.

There are emergency/disaster situations for which it is necessary to activate an EOC. In the event of this type of a disaster it would be impractical or even dangerous for local officials/decision makers to report to specific scenes for any length of time. In such cases the DMD will direct and control operations from its EOC.

B. Assumptions

- 1) When an emergency or major disaster occurs or threatens to occur, the EOC will be activated in a timely manner. Local officials, departments, agencies and international organizations will respond as directed in this Annex and the Basic Plan.
- 2) Should a total evacuation become necessary, operations can be successfully controlled from the ICP at nearby safe location
- 3) Close coordination must be maintained between the EOC and the ICP to identify special considerations, secondary threats, and available resources.
- 4) Most emergency situations are Level 1 incidents that can be handled routinely by emergency response personnel and can be managed at the field level under established departmental operating procedures.

III. Concept of operations

(1) General Operations

- A. The EOC will be activated by the Director of DMD, in The Second Vice President's Office.
- B. The Director and the DMD Staff will assemble in the EOC to direct, control, and coordinate emergency response operations.
- C. Staffing of the EOC will be determined by the severity of the situation.
- D. The on-scene incident commander will direct and control operations from the ICP at the disaster/emergency site. The incident commander

will maintain close contact with the EOC and keep them informed of the situation.

- E. Emergency response personnel provided by the various organizations/agencies to support emergency operations will remain under the direction and control of the sponsoring organization, but will be assigned by the EOC to respond to a specific disaster/emergency location.
- F. Each emergency response service will provide for the continuous staffing of emergency response jobs. Work shifts will be established to provide the necessary response.
- G. Procedures for handling reports/messages coming in and out of the EOC are outlined in the Zanzibar Disaster Communication Strategy (ZDCS).
- H. Information received in the EOC from field and other reliable sources will be compiled and reported to the Director, DMD as requested and/or required. This information will be displayed in an appropriate place in the EOC.
- I. Should a life-threatening situation emerge, emergency instructions to the public will be disseminated by all available means.
- J. EOC operations will continue as determined by the situation, and will conclude by the order of the Director of DMD.

(2) The First 72 Hours Of An Emergency

- A. It is generally accepted that the first 72 hours of an emergency or major disaster are the most crucial period in a disaster response. It is also recognized that citizens and communities are very likely to be on their own during the early stage of a disaster as response efforts get underway.
- B. During and immediately following a major disaster, all resources are strapped. Roads may be impeded, communications may be halted, and there may be significant numbers of injuries – all impacting the ability of the first responders to get to all individuals immediately.
- C. 72 hours is the usual response time for emergency first responders and medical response team to arrive on a scene and have adequate time to assess a situation, diagnose the best action to be taken and then implement the solution.
- D. In order to save lives, within 72 hours the following actions should be undertaken:
 - 1) The EOC and ECC must be fully operational at the beginning of the first hours of an emergency or major disaster. The Director, DMD should immediately activate the EOC and ECC and call an initial information and evaluation meeting. The Director must set up a reporting system and establish regular meeting or briefing schedule.
 - 2) The Director, DMD should establish a Disaster Response Team (DRT). The team will be multidisciplinary, which will include experts from variety of technical areas such as damage assessment, public health, epidemiology, mental health, water

- and sanitation, administration and logistics as well as communication specialists. The team will be deployed immediately when an emergency or major disaster occurs.
- 3) The Disaster Response Team (DRT) will visit the affected area and conduct a quick assessment and prepare an initial field report. The DRT will provide information as soon as possible on the extent to which population has been affected and information about the type of and magnitude of the disaster. In addition, the DRT will establish the magnitude of the damage, the availability of resources for the response, and the immediate needs of the victims. From the assessment report, DMD will prepare appeals for the specific types of assistance needed such as food, medical supplies and may request allocation of emergency funds.
 - 4) Search and rescue teams should be activated and deployed within hours of a major disaster such as earthquake, powerful tropical storms or tsunami. Search and rescue teams will be needed especially when hospitals and other multistory building have collapsed in large urban areas.
 - 5) Once the response operation is underway, DMD will allocate available resources and begin requesting additional resources via the appeals process. The media plays a vital role in promoting appeals to the wider public and international community thereby increasing the visibility of the organizations operating on the ground and what they need.
 - 6) Security should be addressed during the first hours of a major disaster. Catastrophic events do not always result in a breakdown of law and order, but citizens are almost always concerned that this will occur. Thus, the objective of the security mission is to provide highly visible evidence that laws will continue to be enforced, as well as to restrict access to areas in which there are continuing hazards that threaten the public health and safety. Concerns about preventing looting should be balanced by concerns about allowing residents to re-enter the disaster impact area to retrieve undamaged possessions and protect their homes from further damage. Thus, law enforcement agencies will need to establish an access control system, complemented by security patrols, that allows residents and construction personnel to enter but screens out those who do not have a legitimate reason for entering.
 - 7) It is likely that information in the first hours of a disaster will be neither available nor reliable. At this stage the main challenge is to ensure that information is clear and that it reflects the most urgent needs of the affected population. The communication specialist will be responsible for gathering information and circulate timely and effectively information.
 - 8) The ECC is a mechanism for collecting and analyzing the information needed for the EOC to make decisions. Information about emergency will be received, organized, processed and disseminated through ECC.

IV. Organization And Responsibilities

A. Organization

1. Organizing to execute response activities includes developing an overall organizational structure, strengthening leadership at each level, and assembling well-qualified teams and volunteer staff for essential preparedness, response and recovery tasks.
2. Government departments/agencies at all levels are encouraged to conduct a thorough, systematic inventory of their response resources and to conform to SOPs.
3. Government departments/agencies should ensure that they have adequate personnel (which can include full-time employees, temporary personnel, and volunteer staff) who are trained in incident management and response principles and organized into teams.

B. Responsibilities

1. The primary responsibility for Direction and Control during emergency or major disaster rests with the Director of the DMD. The Direction and Control Coordinator will:

- a) Implement this emergency plan.
- b) Activate response personnel and direct emergency operations.
- c) Work with the National Disaster Management Committee to request international assistance when appropriate.
- d) Ensure that damage assessment information is summarized and submitted for appropriate reports.

2. All departments, disaster committees, and individuals will support the Direction and control function as follows:

- a) Coordinate their activities with the EOC (through established lines of communications or by designating a representative to report to the EOC).
- b) Advise the Direction and Control staff in their area of expertise/responsibility.
- c) Include in their SOGs the specific emergency authorities that may be assumed by a designated successor, the circumstances under which this authority would become effective, and when it would be terminated.
- d) Compile damage assessment figures.
- e) Tabulate expenditure data for emergency situations.

3. In addition to the aforementioned responsibilities, the following have these assignments:

- a) The Law Enforcement Coordinator is responsible for providing security to the EOC.
- b) The Communications and Warning Coordinator is responsible for establishing an EOC communications capability.

c) The Public Works Coordinator is responsible for ensuring that utilities are restored to the EOC after a disaster/emergency has occurred.

4. The Head of Division of Disaster Response and Operation in the DMD office will perform the following functions:

- a) Maintain the operational readiness of the EOC necessary for a continuous 24 hour operation if necessary – i.e., personnel, supplies, maps, and incidents command computer.
- b) Train the EOC Staff through tests and exercises.
- c) Coordinate and manage EOC operations.
- d) Implement message handling procedures.
- e) Conduct regular briefings while the EOC is activated, especially at all shift changes.

V. Continuity of government

- A. If the primary EOC is not able to function, an alternate EOC will be activated. It is the responsibility of the Director, DMD to manage the alternate EOC, provide for the relocation of staff members to this facility, and transfer direction and control authority from the primary EOC.
- B. Should it become necessary to evacuate the entire Island (e.g., Uguja) people will be moved to the nearest safe point.
- C. Essential records vital to the Direction and Control function should be duplicated and maintained at another location, or plans should be made to move these records to a safe location.

VI. Administration and logistics

- A. The EOC will serve as a central point for coordinating the operational, logistical, and administrative support needs of response personnel at the disaster/emergency site.
- B. Requests for assistance, general messages, and reports will be handled using the procedures and forms described in the ZDCS.
- C. A record of all persons entering and departing the EOC will be maintained by personnel at the entrance.

ANNEX B: COMMUNICATION AND WARNING

I. Purpose

This Annex describes communication and warning operations in the event of an emergency or major disaster.

II. Situation and assumptions

A. Situation

1. Dispatching

- a) Communications capabilities for Zanzibar Emergency Responders exist primarily with the DMD, Division of Information and Education, Tanzania Meteorological Agency (TMA), Ministry responsible for information, and the media.
- b) Communication media during emergencies will include face-to-face, radio, telephone (landline and cell phones), TV, newspapers, internet, sirens, Islam Adhana alarm and mobile loudspeaker (route Alert).
- c) In the event of a power interruption, the DMD will use a backup generator to operate its internal communications systems.

2. Warning

- a) DMD will use outdoor warning sirens to issue warning to the public during emergency situations.
- b) The sirens can be utilized for public warning in all types of emergencies, including severe weather, hazardous materials spills, and other incidents that may pose a danger to residents.
- c) There are several special facilities in Zanzibar that would require special warning consideration such as schools, nursing homes, nursery schools, hospitals and prisons.
- d) Local Amateur Radio Operators will provide additional communications once asked by the DMD office.

B. Assumptions

- 1) It is assumed that the existing communications and warning systems will survive and remain functional regardless of which type of disaster strikes the country.
- 2) If local communications become overwhelmed, the Government of the United Republic Tanzania will be called upon to assist with communications.
- 3) Regardless of how well developed a warning system is, some citizens will ignore, not hear, or not understand warnings of impending disasters broadcast over radio or television or sounded by local siren systems. Door to door operations may be required in some situations.
- 4) In most cases, the ECC (dispatching personnel) in conjunction with the chief police officer on scene will make the initial determination that an emergency has occurred or is developing and will classify it as Level 1, Level 2, or Level 3 (see section X).

III. Concept of operations

- A. Communications and warning operations will be coordinated by DMD.
- B. Work shifts will be established by the Director of DMD to provide continuous 24 hour staffing.
- C. Communications will be expanded during emergency situations by augmenting telephone and cellular services and utilizing amateur radio communication networks.
- D. During emergency operations, all departments will maintain their existing equipment for communicating with their field operations. These departments will maintain communications with the EOC to keep them informed of their operations.
- E. Messages/reports coming into the EOC will be handled according to the procedures described in the ZDCS.
- F. When an emergency situation occurs, all available warning systems will be utilized to alert and warn residences, schools, nursing homes, etc.

IV. Organization and assignment of responsibility

- A. The primary responsibility of Communication and Warning will be of the Director of DMD, who will be responsible for the following:
 - 1) Designate back-up communication and warning equipment if the equipment in either the primary or alternate EOC is not functioning.
 - 2) Maintain a communication log of messages coming into and out of the EOC.
 - 3) Maintain current notification lists for all departments and provide these lists to ECC.
 - 4) The Tanzania Police Force and the Fire and Rescue Departments will support this function by providing vehicles/personnel for warning dissemination.
- B. The Director, DMD is responsible for maintaining the Emergency Alert System SOPs and coordinating these procedures with the local radio and television stations.
- C. Any department involved in this function is responsible for providing adequate training regarding communications and warnings.

V. Direction and control

- A. For incidents that have been classified as Level 1 or Level 3, overall direction and control will be from the EOC.
- B. Specific department heads may be designated to maintain operational control of their own communication systems, but will coordinate with the EOC during emergency operations.
- C. All departments must train their personnel to perform the procedures in Annex B (Communication and Warning).

- D. When a Level 2 or Level 3 emergency occurs, normal operating procedures can be altered as necessary to ensure adequate Direction and Control.
- E. Outside Communication and Warning resources used to support emergency operations will remain under the direct control of the sponsoring organization, but will be assigned by the EOC to respond as necessary.

VI. Administration and logistics

- A. Mutual aid agreements of understanding regarding communications and warning operations should be maintained.
- B. Establish priority of service restoration and control on telephone equipment in the EOC and other essential facilities.

ANNEX C: EVACUATION

I. Purpose

This Annex outlines evacuation operations, which can be applicable to small as well as a large-scale evacuation.

II. Situation and assumptions

A. Situation

Zanzibar is vulnerable to a number of disasters as described in the basic plan many of which could require an evacuation. Medical Centers, nursing homes, schools, prisons and other special need facilities will require special considerations if an evacuation is ordered.

B. Assumptions

- 1) In almost every emergency situation requiring an evacuation, a number of people will evacuate on their own arrangement; but for the case of Zanzibar, most people depend on public transportation. Therefore the Government will be responsible for providing transportation support to households and special facilities during evacuation.
- 2) Most of the persons in the affected area will receive and follow the evacuation instructions. However, a certain portion of the population will not get the information, will not understand it, or will purposely not follow directions.
- 3) Panic by evacuees should not be a problem as long as adequate information is furnished by the authority.
- 4) Private-owned transportation such as tour operators, Daladala, Taxi will be used during evacuation operation. Therefore, Memoranda of Agreement will be established to define mutually acceptable terms of service, including predetermined rates of reimbursement.
- 5) Short and long term planning should be accomplished in order to provide for identification of safe, secure, and reliable evacuation routes that could possibly be utilized.
- 6) Specific evacuation routes are not predetermined in this plan. Determination of specific evacuation routes will be made at the time of an actual event and need, as it is difficult to know beforehand what evacuation routes will be available or affected by an event.

III. Concept of operations

- A. The ultimate responsibility for ordering an evacuation rests with the Director of DMD.
- B. The duration of the evacuation will be determined by the Director of DMD.

- C. Certain day-to-day governmental activities will be reduced during evacuation operations.
- D. Transportation is to be provided for patients/residents of institutions requiring special care or attention (i.e., hospital, nursing homes, schools, etc.). Also, transportation will be provided for other residents with mobility impairments and who do not reside in the listed facilities.
- E. During the evacuation, staging areas and pick up points are to be identified to provide transportation for those persons without any means of transportation.
- F. In case of evacuation, tourists will be considered as special need group, and Zanzibar Commission for Tourism together with the Department of Immigration will take the responsibility of furnishing all the necessary information including transportation arrangements.
- G. Private organizations such as service stations, fuel distributors, and transport companies will be needed to facilitate evacuation procedures. Therefore, Memoranda of Agreement will be established to define mutually acceptable terms of service, including predetermined rates of reimbursement.
- H. Re-entry into the evacuated area may begin after the area has been declared safe by DMD and government officials.

IV. Organization and assignment of responsibilities

- A. The Director of DMD will be responsible for ordering an evacuation. Table 4 summarizes the evacuation responsibilities for each department head, agency and organizations. The Evacuation Coordinator will control evacuation operations from the EOC once it has been activated.
- B. The Evacuation Coordinator will be responsible for:
 - 1) Designating primary and alternative evacuation routes and indicating those routes on a map.
 - 2) Estimating traffic capabilities for the evacuation routes and the amount of time for completing the evacuation.
 - 3) Estimating the number of people requiring transportation support from the evacuation area and identifying the means to transport them.
 - 4) Identifying potential problem areas along the evacuation routes such as narrow bridges and weight restrictions.
- C. The Public Information Officer will coordinate with the Evacuation Coordinator and release evacuation information to the public.
- D. The Resource and Supply Coordinator will be designated at the time of EOC activation and will be responsible for obtaining any transportation from outside sources to be used in the evacuation.
- E. The Law Enforcement Coordinator will be responsible for providing security in the evacuated area, as well as for vehicle security in the reception area.

F. The Evacuation Coordinator and the Shelter and Mass Care Coordinator will coordinate the planning, opening and closing of shelters.

Table 4: Summary of Evacuation Responsibilities

PERSONNEL	EVACUATION RESPONSIBILITIES
Director, DMD	<ul style="list-style-type: none"> • For emergencies and disasters, issue the order directing citizens to evacuate, when appropriate. • Approve release of warnings, instructions, and other emergency public information relating to evacuation. • Coordinate evacuation efforts with other local government officials that may be affected by the evacuation, where appropriate. • Direct the relocation of at risk essential resources (personnel, equipment, and supplies) to safe areas. • Disseminate emergency information from the EOC advising the public of evacuation actions to be taken. • Coordinate with area news media for news releases.
The Incident Commander	<ul style="list-style-type: none"> • Identify risk areas in the vicinity to the incident site and determine protective actions for people in those risk areas. • If evacuation of risk areas and special needs facilities is required, plan, organize, and conduct the evacuation with the resources assigned. • Request support from the EOC to assist in coordinating evacuation activities beyond the incident site, such as activation of shelter and mass care facilities, if required.
The Evacuation Coordinator	<ul style="list-style-type: none"> • Develop and maintain evacuation planning information for known risk areas, including population of the area, and potential evacuation routes. • Review evacuation plans of special needs facilities within known risk areas and determine possible need for evacuation support. • Coordinate evacuation planning to include: <ul style="list-style-type: none"> – Selection of suitable evacuation routes, based on recommendations from law enforcement – Movement control, based on recommendations from law enforcement – Transportation arrangements – Shelter and mass care arrangements – Special needs demographics and evacuation support requirements
Law Enforcement	<ul style="list-style-type: none"> • Recommend evacuation routes to the Incident Commander or EOC staff. • Assist in evacuation by providing traffic control. • Protect property in evacuated areas and limit access to those areas.

PERSONNEL	EVACUATION RESPONSIBILITIES
	<ul style="list-style-type: none"> • Secure and protect or relocate prisoners. • Coordinate law enforcement activities with other emergency service. • Assist in warning the public. • Provide traffic control devices upon request. • Assist in keeping evacuation routes open. • Provide barricades and barriers to restrict entry to evacuated areas and other areas where entry must be controlled.
Firefighting	<ul style="list-style-type: none"> • Be responsible for fire protection in the vacated area. • Assist in warning the public. • Assist in evacuating special needs groups, as requested.
Transport co-coordinator	<ul style="list-style-type: none"> • Coordinate transportation for evacuees without vehicles or who need assistance in evacuating, determining and establishing pickup points if necessary. • Coordinate transportation assistance for the evacuation of special needs facilities and special needs population. • Coordinate all transportation relating to relocation of essential resources. • Provide information on pickup points or special pickup routes for those who require transportation, so that this information may be provided to the public.
Coordinator shelter and mass care	<ul style="list-style-type: none"> • Coordinate with operators of government-owned buildings such as schools, religious buildings and other facilities for use of their facilities as temporary shelters. • Coordinate with the Tanzania Red Cross and other humanitarian organizations to open shelters and activate mass care operations.
Coordinator Special needs facilities	<ul style="list-style-type: none"> • Close and supervise evacuation of the facilities. • Coordinate appropriate transportation for evacuees and en route medical or security support. • Arrange for use of suitable host facilities. • Ensure assigned personnel are trained and knowledgeable of evacuation procedures. • Disseminate public information to advise relatives and the general public of the status of their facilities and the patients, students, or inmates served by those facilities.
Director, Zanzibar Commission for Tourism Director, Department of Immigration	<ul style="list-style-type: none"> • Coordinate appropriate transportation for tourists and en route medical or security support. • Provide information on pickup points or special pickup routes for those who require transportation, so that this information may be provided to all tourists and transients.

V. Direction and control

- A. All evacuation operations are to be coordinated through the EOC when activated.
- B. Should the order be given to evacuate the EOC, evacuations are to be controlled from a nearby, designated safe location.

VI. Administration and logistics

- A. All public and private-owned transportation will be utilized to evacuate people and relocate essential resources.
- B. Formal arrangements for outside resources shall be made.

ANNEX D: FIREFIGHTING

I. Purpose

This annex describes the firefighting operations in the event a major disaster or emergency has occurred in the country.

II. Situations and assumptions

A. Situation

- 1) The Fire Department provides fire protection for Zanzibar residents.
- 2) The Fire Department coordinates firefighting activities including detection and suppression of fire and provides personnel and equipment.

B. Assumptions

- 1) During an emergency or major disaster, the Fire and Rescue special department personnel will respond as directed by this plan and by the department's SOGs.
- 2) Situations may arise that will exceed local firefighting capabilities.
- 3) If additional firefighting personnel, equipment, or special expertise is needed, outside resources will respond when called upon to do so. However, written Mutual Aid Agreements should be signed in advance that specify the terms of service including point of contact for the requesting and providing organizations

III. Concept of operations

- A. The firefighting activities described in this annex are an extension of normal day-to-day activities and deal only with those situations that could completely exhaust all available local resources.
- B. The Commissioner of Fire and Rescue department will coordinate firefighting operations from the designated EOC. The Commissioner will keep other members of the EOC advised on all firefighting efforts.
- C. The firefighting section, under the control of the Commissioner will provide life safety and property protection in an emergency/disaster situation which threatens life and/or property.
- D. The Fire Department will be the primary firefighting agency, while support agencies will normally be used for traffic and crowd control. In the event that outside agencies must play a firefighting role, they also will operate at the discretion of the Fire Commander.
- E. In the event that a disaster is believed to also be a criminal act, care must be taken to preserve evidence at the crime scene, while at the same time allowing firefighting operations to be performed.

IV. Organization and assignment of responsibilities

- A. The organizational structure of the Fire department under this plan remains consistent with its organization during routine operations. It should be noted that although the organizational structure of the Department does not change during times of emergency, individuals with specific Divisions maybe required to be assigned to other functions or tasks other than their normal activities.
- B. The Commissioner of Fire and Rescue department will be the Firefighting Coordinator. The Coordinator will be responsible for the following:
 - 1) Overall integration and management of firefighting activities within Zanzibar, including any outside resources responding to the disaster.
 - 2) Develop and maintain written memoranda of understanding with neighboring firefighting agencies.
 - 3) Train firefighting personnel in their emergency management assignments.
 - 4) Establish procedures to protect essential firefighting records.
 - 5) Maintain personnel call-up lists and develop procedures for notification.
 - 6) Assist law enforcement with traffic control, if necessary.
 - 7) Protect damaged/affected property as needed by providing security and limiting access into these areas (i.e., issue security passes) as directed by law enforcement.
 - 8) If an evacuation is ordered by the EOC, assist with the operation at the direction of the head of Public Safety.

V. Direction and control

- A. In a Level 2 or Level 3 emergency, overall control will emanate from the EOC's Direction and Control Staff. The Firefighting Coordinator will be responsible for all firefighting activities related to the emergency.
- B. The Firefighting Coordinator will operate from the EOC.
- C. Initial Direction and Control at the disaster/emergency site will be established by the police chief officer on scene. This officer (until relieved by a senior officer) will maintain contact with and provide information to the EOC.
- D. If outside firefighting resources are needed, they will remain under the direct control of the sponsor, but will be assigned by the EOC personnel as necessary.

VI. Administration and logistics

- A. The Support Staff Coordinator will provide logistical support (food, water, family care, etc.) for firefighting personnel at the time of disaster/emergency.

- B. The Resource and Supply Coordinator will provide logistical support (power, fuel, lighting, heavy equipment) for firefighting personnel at the time of disaster/emergency.
- C. Communications for this function will be as described in the Communication and Warning Annex.

ANNEX E: LAW ENFORCEMENT

I. Purpose

This Annex outlines the law enforcement operations in the event a major disaster or emergency has occurred in Zanzibar.

II. Situations and assumptions

A. Situation

- 1) The Tanzania Police Force provides law enforcement for Tanzania including Zanzibar.
- 2) Outside law enforcement could be available to support law enforcement operations in Zanzibar and will respond when needed.

B. Assumptions

- 1) During an emergency or major disaster, Tanzania Police Force personnel will respond as directed by this plan.
- 2) Situations will arise that will exceed local law enforcement capabilities.
- 3) If additional law enforcement personnel, equipment, or special expertise is needed, outside resources will respond when called upon to do so.

III. Concept of operations

- A. The law enforcement activities described in this annex are an extension of normal day to day activities and deal only with those situations that could completely exhaust all available resources.
- B. The Zanzibar Commissioner of Police will coordinate law enforcement operations from the designated EOC. The Police Commissioner will keep other members of the EOC advised on all law enforcement efforts.
- C. The Tanzania Police Force in Zanzibar will provide security and protection in an emergency/disaster situation which threatens life and/or property
- D. The Tanzania Police Force in Zanzibar will be the primary law enforcement agency, while outside and support agencies will be used for traffic and crowd control. In the event that outside agencies must play a law enforcement role, they will also operate at the discretion of the Zanzibar Commissioner of Police.
- E. In the event that a disaster is believed to also be a criminal act, care must be taken to preserve evidence at the crime scene, while at the same time allowing rescue operations to be performed.

IV. Organization and assignment of responsibilities

- A. The organizational structure of the Law Enforcement under this plan remains consistent with its organization in normal operations. It should be noted that although the organizational structure does not change

during times of emergency, individuals with specific divisions maybe required to be assigned to other functions or tasks other than their normal activities.

B. The Commissioner of Police Zanzibar is the Law Enforcement Coordinator in emergency/disaster situations and will be responsible for the following:

- 1) Overall integration and management of law enforcement activities, including any outside resources responding to the disaster.
- 2) Develop and maintain Memoranda of understanding with neighboring law enforcement agencies.
- 3) Train law enforcement personnel in their emergency management assignments.
- 4) Establish procedures to protect essential law enforcement records.
- 5) Support clean-up and recovery operations.

C. In addition to the above duties, the Law Enforcement Coordinator is also responsible for the following activities:

- 1) Maintain personnel call-up lists and develop procedures for notification.
- 2) Provide security for critical facilities, including the EOC, shelters and feeding facilities, as well as vehicle security in parking areas, and develop a plan to maintain security.
- 3) Provide traffic control.
- 4) Protect damaged/affected property as needed by providing security and limiting access into these areas (i.e., issue security passes).
- 5) If an evacuation is ordered, assist with the operation.

V. Direction and control

A. In a Level 2 or Level 3 emergency, overall control will emanate from the EOC's Direction and Control Staff. The Law Enforcement Coordinator (Zanzibar Commissioner of Police) will be responsible for all law enforcement activities related to the emergency.

B. The Law Enforcement Coordinator will operate from the EOC.

C. Initial control at the disaster/emergency site will be established by the first public safety officer on scene. This officer (until relieved by a senior officer) will maintain contact with and provide information to the EOC.

D. If outside law enforcement resources are needed, they will remain under the direct control of their coordinator, but will be assigned by the EOC personnel as necessary.

VII. Administration and logistics

- A. The Supporting Agency Coordinator will provide logistical support (food, water, family care, etc.) for law enforcement personnel at the time of disaster/emergency.
- B. The Resource and Supply Coordinator will provide logistical support (power, fuel, lighting, heavy equipment) for law enforcement personnel at the time of disaster/emergency.
- C. Communications for this function will be provided by the Communications and Warnings section as described in ANNEX B.

ANNEX F: HEALTH AND MEDICAL SERVICES

I. Purpose

This Annex describes how medical assistance will be coordinated in response to public health and medical care needs following a major disaster or emergency, or during a developing potential medical situation.

II. Situation and assumptions

A. Situation

- 1) A significant natural disaster or man-made event would necessitate public health and medical care assistance. Hospitals, nursing homes, ambulatory care centers, pharmacies, and other facilities for medical/healthcare and special needs population may be severely damaged structurally or destroyed.
- 2) Facilities that survive with little or no structural damage may be rendered unusable or only partially usable because of a lack of utilities (power, water, sewer) or because staff are unable to report for duty as a result of personal injuries and/or damage/disruption of communications and transportation systems.
- 3) Medical and healthcare facilities that remain in operation and have the necessary utilities and staff will probably be overwhelmed by the “walking wounded” and seriously injured victims who are transported there in the immediate aftermath of the occurrence.
- 4) In the face of massive increases in demand and the damage sustained, medical supplies (including pharmaceuticals) and equipment will probably be in short supply.
- 5) Disruptions in local communications and transportation systems could also prevent timely resupply.
- 6) Persons who require daily or frequent medications such as insulin, antihypertensive drug, digitalis, and dialysis may have difficulty in obtaining these medications and treatments because of damage/destruction of normal supply locations and general shortages within the disaster area.
- 7) In certain other disasters, there could be a noticeable emphasis on relocation, shelters, vector control, and returning water, wastewater, and solid waste facilities to operation.

B. Assumptions

- 1) Resources within the affected disaster area will be inadequate to clear casualties from the scene or treat them in local hospitals. Additional mobilized capabilities will be urgently needed to assist local governments to triage and treat casualties in the disaster area and then transport them to the closest appropriate hospital or other healthcare facility.
- 2) Medical resupply will be needed throughout the disaster area. In a major disaster, operational necessity may require further transportation by air of patients to the nearest areas with sufficient

concentrations of available hospital beds, where patient needs can be matched with the necessary definitive medical care.

- 3) A terrorist release of Weapons of Mass Destruction (WMD); damage to chemical and industrial plants, sewer lines, and water distribution systems; and secondary hazards such as fires will result in environmental and public health hazards to the surviving population and response personnel. These hazards could include exposure to hazardous chemicals, biological, radiological substances that contaminate water supplies, crops, livestock, and other food products.
- 4) The damage and destruction of a major disaster, which may result in multiple deaths and injuries, will overwhelm the local mental health system, producing an urgent need for mental health crisis counseling for disaster victims and response personnel.
- 5) Disruption of sanitation services and facilities, loss of power, and massing of people in shelters may increase the potential for disease and injury.
- 6) Primary medical treatment facilities may be damaged or inoperable; thus, assessment and emergency restoration to necessary operational levels is a basic requirement to stabilize the medical support system.
- 7) A major medical and environmental emergency resulting from nuclear, radiological, biological, or chemical hazards could produce a large concentration of specialized injuries and problems that could overwhelm the government and local public health and medical care system.

III. Concept of operations

- A. Upon notification of a major disaster or emergency, the Department of Health as a primary agency will alert the Health staff and other health agencies.
- B. All support agencies will be notified and tasked to provide 24-hours medical services as necessary. Each support agency will be responsible for ensuring sufficient program staff is available to support and carry out the activities tasked to its agency on a continuous basis.
- C. The Director of the Public health department will coordinate with the appropriate medical and public health officials and organizations to determine current medical and public health assistance requirements.
- D. The Department of Preventive and Public Health Services will use locally available health and medical resources to the extent possible to meet the needs identified.
- E. During the emergency response period, the Department of Preventive and Public Health Services will evaluate and analyze medical and public health assistance requests and responses, and develop and update assessments of medical and public health status.

IV. Organization and responsibilities

The Director of the Department of Preventive and Public Health Services will be responsible for the following tasks:

- 1) Provide leadership in directing, coordinating, and integrating overall government efforts to provide medical and public health assistance to the affected area.
- 2) Direct the staffing of the department as necessary to support the emergency response operations as indicated in the basic plan.
- 3) Direct the activation and deployment of health/medical personnel, drugs, equipment, and supplies that have been received in response to requests for international health/medical assistance.

V. Administration and logistics

- A. Each health and medical provider shall maintain records of all services (clerical, drugs, equipment, supplies, and other resources required for emergency preparedness).
- B. Vital and essential records are to be protected and maintained by each health and medical service.
- C. The Public Health Department will maintain a list of medical practitioners designated by specialty area.
- D. Blood and blood by-products will be coordinated through blood bank facilities/department.
- E. The Department of Preventive and Public Health Services will maintain a current listing of available health and medical resources, inventories and other assets
- F. The Department of Preventive and Public Health Services will maintain a list of volunteer medical professionals.
- G. The Department of Preventive and Public Health Services will establish a national medical stock pile; the depot will be located at Mnazi Mmoja Hospital, Kivunge Cottage Hospital, and Makunduchi Cottage Hospital in Unguja and Wete Hospital, Vitongoji Cottage Hospital, Micheweni Cottage Hospital, Abdalla Mzee Hospital and Chake Chake Hospital in Pemba.

ANNEX G: SEARCH AND RESCUE

I. Purpose

This Annex outlines the functions of the Search and Rescue Response System in the event of a major disaster or emergency. The national search and rescue operational activities include locating, extricating and providing on-site medical treatment to victims trapped in collapsed structures.

II. Situation and assumptions

A. Situation

Disasters and emergencies vary widely in scope, degree of devastation and threat to human life:

- 1) In situations that entail structural collapse, large numbers of people may require rescue and medical care.
- 2) Because the mortality rate among trapped victims rises dramatically after 72 hours, the search and rescue team must be initiated without delay.
- 3) During the response, rescue personnel may encounter extensive damage to the local infrastructure, such as buildings, roadways, public works, communications, and utilities. Such damage can create environmental safety and health hazards, such as downed power lines, unsafe drinking water, and unrefrigerated food.
- 4) Following an earthquake, aftershocks, secondary events, and/or other hazards (such as fires, tsunamis, landslides, flooding, and hazardous materials releases) may compound problems and threaten both disaster victims and rescue personnel.
- 5) Weather conditions such as temperature extremes, rain, and high winds may pose additional hazards for disaster victims and rescue personnel.
- 6) In some circumstances, rescue personnel may be at risk from terrorism, civil disorder, or crime.

B. Assumptions

- 1) The search and rescue organizations will be overwhelmed and will not be able to respond to all requirements.
- 2) Local residents, workers, and/or converging volunteers may initiate search and rescue efforts, but will usually lack specialized equipment and training. Spontaneous volunteers will require coordination and direction within the local incident command structure.
- 3) Access to damaged areas will be limited. Some sites may be initially accessible only by air or water.

III. Concept of operations

- A. The Fire and Rescue and KMKM special departments and Tanzania People's Defense Forces, as primary agencies will activate the National Search and Rescue response system for any incident or anticipated incident that is determined likely to result in collapsed structures that would overwhelm existing resources. The likelihood of activation depends on the nature and magnitude of the event, the suddenness of onset, and the existence of search and rescue resources in the affected area.
- B. In the event that a search and rescue operation might exceed the capability of local emergency response personnel, the government of Zanzibar search and rescue agencies/organizations will contact other agencies or regional and international organizations.

IV. Organization and responsibilities

The head of Search and Rescue institutions (KMKM and Fire and Rescue department) will perform the following responsibilities:

- 1) Serve as a coordinator of search and rescue operation.
- 2) Establish, maintain, and manage the search and rescue team. This responsibility includes pre-disaster activities such as training, equipment purchase, and evaluation of operational readiness.
- 3) Coordinate logistical support for search and rescue assets during field operations.
- 4) Develop SOPs for the effective use and coordination of search and rescue field operation.

ANNEX H: SHELTER AND MASS CARE

I. Purpose

This annex describes the response actions of shelter and mass care function and the responsibilities of primary and support agencies in accomplishing those response actions in support of the delivery of mass care services by the government. Initial response activities focus on meeting urgent needs of disaster victims on a mass care basis.

Shelter and Mass Care Functions

Shelter and mass care function encompasses the following:

- (i) Shelter: Emergency shelter for disaster victims includes the use of pre-identified shelter sites in existing structures; creation of temporary facilities or the temporary construction of shelters; and use of similar facilities outside the disaster-affected area, should evacuation be necessary.
- (ii) Feeding: Feeding will be provided to disaster victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk distribution of food. Such operations will be based on sound nutritional standards and will include meeting requirements of disaster victims with special dietary needs.
- (iii) Emergency First Aid: Emergency first aid will be provided to disaster victims and workers at mass care facilities and at designated sites within the disaster area. This service will be supplemental to emergency health and medical services established to meet the needs of disaster victims.
- (iv) Disaster Welfare Information (DWI): DWI regarding individuals residing within the affected area will be collected and provided to immediate family members outside the affected area through a DWI system. DWI will also be provided to aid in reunification of family members within the affected area who were separated at the time of the disaster.
- (v) Bulk Distribution of Emergency Relief Items: Sites will be established within the affected area for bulk distribution of emergency relief items to meet urgent needs of disaster victims.
- (vi) Counseling of the disaster victims: Experts will provide counseling in shelters to disaster victims and relatives of victims

II. Situation and assumption

A. Situation

- 1) The magnitude of damage to structures and lifelines can rapidly overwhelm the capacity of local governments to assess the disaster and respond effectively to basic and emergency human needs. Damage to roads, airports, communications systems, etc., can hamper emergency response efforts by impeding the movement of emergency supplies. Many professional emergency workers and others who normally would help during a disaster could be dead, injured, involved with family problems resulting from the disaster, or

unable to reach their assigned posts. Region, district, and shehia emergency facilities could be severely damaged or inaccessible.

- 2) Hundreds of thousands of disaster victims could be forced from their homes, depending on such factors as time of occurrence, area demographics, building construction, and existing weather conditions. There could also be large numbers of dead and injured, which would leave a large number of specialized population groups (e.g., old people and children) without support. Thousands of family members may be separated immediately following a sudden-impact disaster, such as children in school and parents at work. Thousands of transients, such as tourists, students, and foreign visitors, may be involved.

B. Assumptions

- 1) A major disaster or emergency may occur that will produce a significant number of casualties and widespread damage.
- 2) Public shelters will be open, staffed, and useable during periods of emergency.
- 3) Not all residents will use public shelters. They will stay at home or seek shelter with relatives or friends or stay in a hotel.
- 4) Mass care facilities will receive priority consideration for structural inspections to ensure safety of occupants.
- 5) Mass care operations and logistical support requirements will be given high priority by the government

III. Concept of operations

- A. The Tanzania Red Cross independently provides mass care services to disaster victims as part of its broad programme of disaster relief.
- B. The Tanzania Red cross will work directly with government agency counterpart e.g., the DMD office, and Department of Preventive and Public Health Services to provide the support needed as identified.
- C. The Tanzania Red Cross will deploy administrative staff to establish a temporary field operation center to support initial response. The field staff will immediately establish a direct reporting link with the DMD office. This response includes deploying staff with the Advance Element of the Emergency Response Team.
- D. The Tanzania Red Cross team will evaluate the situation, implement plans established to support mass care operations, and consider and respond to requests for mass care-related resources
- E. All shelter locations are determined by conditions such as elevation, proximity to incident scene and the best available protection from normal weather conditions and environmental hazards. The potential sites for shelter location are Tunguu in Unguja and Mbuyu Kambaa in Pemba.

IV. Organization and responsibilities

The DMD and the Tanzania Red Cross as primary agencies for shelter and mass care function will be responsible for the following:

- 1) Support the management and coordination of sheltering, feeding, emergency first aid services, bulk distribution of emergency relief items, and DWI services to the disaster-affected population.
- 2) Provide DWI to appropriate authorities in response to disaster welfare inquiries and family reunification requests.
- 3) Manage mass care logistical and related fiscal activities.

V. Administration and logistics

- A. Shelters will be operated in accordance with the Tanzania Red Cross shelter guidelines.
- B. The Shelter Managers will report directly to the Director DMD then the information will be forwarded to the Tanzania Red Cross headquarters.
- C. Shelters will be stocked as soon as possible upon activation. The Red Cross will provide food and other services along with support from the Department of Preventive and Public Health Services.

ANNEX I: EMERGENCY PUBLIC INFORMATION

I. Purpose

This Annex describes how to provide timely and accurate information to Zanzibar residents in the event of an emergency or major disaster

II. Situation and assumptions

A. Situation

- 1) Zanzibar is served by various news media such as TVs, Radio and Newspapers. The country will utilize all available news outlets to disseminate public information in an emergency or major disaster.
- 2) A major incident will place a heavy demand on local public information capabilities. In the event of terrorist attack, the law enforcement response will add a layer of complexity.
- 3) Pre-formatted news releases will be developed by the Public Information Officer(PIO)

B. Assumptions

- 1) During and after an emergency or major disaster, the community will expect the government to provide specific information relating to safety, survival and property.
- 2) The media will cooperate with local officials in the dissemination of information.
- 3) Media personnel will attempt to obtain information from other official and non-official sources.
- 4) An effective public information program can help minimize further casualties and damages.
- 5) The priority of the public information office will be to provide information that the residents of Zanzibar can use and need to understand to protect their personal safety and to safeguard their property.

III. Concept of operation

- A. The PIO will be located in the EOC or at a location to be designated when this plan is activated.
- B. Release of official public information will be coordinated with and approved by the Director of DMD to be released to the public in a timely fashion.
- C. Only information released by the PIO will be considered official.
- D. Information for release will be prepared and released in accordance with the format developed by DMD.
- E. Emergency response organizations and departments are responsible for coordinating with the PIO and for clearing press releases with the DMD Director before releasing information to the media or the public.

- F. Any person, department or agency releasing information to the public without authorization of DMD Director will bear the responsibility for any legal or moral ramification resulting from that release.
- G. Dissemination of public information will utilize all available media including television, Internet, radio, newspaper, and government access television. If possible, copies of press releases will be made available to anyone requesting a copy. Copies of news releases will also be provided at various locations within the country.
- H. Periodic briefings will be conducted as necessary to the media by the chief PIO. The location of the media briefings will be held at an appropriate location so as not to interfere with the incident command or other emergency operations.
- I. A major task of public information will be responding to public inquiries. The PIO will establish procedures to inform families on the status of relatives who are injured or missing, emergency services available, damaged and/or restricted areas due to a disaster.
- J. The PIO will release information as soon as possible when an emergency occurs or threatens to occur.
- K. The PIO will coordinate with departments and other agencies to obtain technical information (health risks, weather, etc.) when preparing releases.
- L. Release of public information will include pre-disaster education and answering inquiries.
- M. The PIO will conduct public meetings on a regular basis to inform the general public about the disaster and the recovery and mitigation plans. A question and answer period will be provided if time permits

IV. Organization and assignment of responsibilities

The PIO will be responsible for the following:

- 1) Prepare and release public information and assist in the dissemination of warnings.
- 2) Establish rumor control.
- 3) Coordinate with disaster experts on the development of public information regarding health risks, protective action, first aid, and property protection.
- 4) Gather accurate data about the disaster to report to the media
- 5) A chronological file of all news and press releases during the disaster or emergency will be maintained at the EOC. The PIO will maintain a log of all releases.

V. Format and procedures for news releases

A. Format

- 1) Name, address and telephone number of the Public Information Officer.
- 2) Text of the news release.
- 3) Substantiating documents for the release.
- 4) Date and time released.
- 5) How and to whom the news release was issued.

B. Release Procedures

- 1) Verify the authenticity of the information contained in the release.
- 2) Verify that a duplicate release has not already been made.
- 3) Prepare the release in the format listed above.
- 4) Determine if the information contained in the release is in the public interest and will not create unwarranted fear, anguish, or other adverse reactions among the public.
- 5) News releases will not be withheld to avoid political or public official embarrassment.
- 6) News releases will be distributed fairly and impartially. All news releases will be posted to the DMD and the Revolutionary Government of Zanzibar web sites if possible.
- 7) Copies of all news releases will be filed chronologically and logged in the release log.
- 8) Copies of all news releases will be distributed to all departments, all elected officials and all international organizations.
- 9) Depending on the situation, copies of the releases may be distributed to areas of public gatherings such as schools, colleges, Mosques, Churches, "Masikani", convenience stores, supermarkets, and open markets.

ANNEX J: DAMAGE ASSESSMENT

I. Purpose

This Annex outlines procedures to perform damage assessment and describe types of assistance available after a disaster has occurred. Damage Assessment is concerned with determining WHAT happened, WHEN, WHERE, HOW and WHO is affected.

II. Situation and assumptions

A. Situation

- 1) The DMD will prepare a Zanzibar Damage Assessment Handbook, which will provide guidelines for the establishment of collection, compilation, review analysis and reporting of damage/impact data subsequent to a disaster or emergency. The Zanzibar Damage Assessment Handbook will include several Damage Assessment Forms and instructions for completing these forms.
- 2) The potential personnel to conduct damage assessment may include Architects, civil and environmental engineers, Assessors, planners and building inspectors.
- 3) The Planning Section in the DMD will work in conjunction with the onsite inspection teams to compile the assessment information and submit the report to the Director, DMD. The quick damage assessment report should be completed within 3 days (72 hours) of the incident occurrence.

B. Assumptions

- 1) Following an emergency or major disaster, several damage assessments may be conducted. The local community will conduct an assessment to determine the impact of the incident on them. This will be used to assign local resources and assess the need for additional help. The national EOC will determine the need for resources or assistance.
- 2) Documentation obtained during the quick damage assessment will be forwarded to the Director DMD and will be used to determine if additional aid is needed. It is important for the damage assessment to be conducted as soon as possible.
- 3) A properly completed damage assessment will provide information necessary for local officials to utilize limited resources in the most effective manner possible and to decide further courses of action.

III. Concept of operation

- A. Once a disaster has occurred, the Director, DMD will notify the national EOC of the situation by the fastest means possible. In the event of a catastrophic earthquake or natural disaster, this will provide the need for structural assessment.

- B. The Director, DMD will activate and respond to the disaster according to the emergency operations plan. Accurate emergency logs and expenditure records must be kept from the start of the disaster.
- C. The Director, DMD will dispatch damage survey teams composed of architects, engineers, insurance agents, etc. to perform an initial damage assessment. Information on damages may be obtained from sheha, police, fire, first responders or local residents.
- D. If response is beyond the capacity of the Revolutionary Government of Zanzibar, a request for damage assessment may be made to the Government of the United Republic of Tanzania or to regional or international organizations.

IV. Organization and assignment of responsibilities

- A. DMD is the primary agency for damage assessment function.
- B. The Damage Assessment Coordinator will be responsible for the following:
 - 1) Assign and manage local damage assessment teams.
 - 2) Gather and display damage assessment information, as well brief the EOC staff on this information.
 - 3) Handle any of the tasks / responsibilities of the damage assessment team.
- C. The damage assessment team will be responsible for assessing both public (government, public utilities, etc.) damages and private (individuals, small business, etc.) damages.
- D. The damage assessment team will provide records on private property values.
- E. Other public and private utilities service will provide estimates of their damage to the Damage Assessment Coordinator.
- F. The damage assessment team will coordinate with the Director of Public Works and Engineering Department to provide value estimated on damages to public owned infrastructures such as roads, bridges and buildings.

V. Direction and control

The damage assessment coordinator will be a part of the EOC's Direction and Control Staff and will coordinate damage assessment activities from the EOC and in the field depending upon the severity of the hazard.

VI. Administration and logistics

The Damage Assessment Coordinator will be responsible for preparing and providing the necessary damage report forms to the damage assessment teams working at the disaster scene. The Coordinator will also be responsible for submitting the same to the EOC and assist in mitigation activities by identifying potential problem areas.

ANNEX K: PUBLIC WORKS AND ENGINEERING

I. Purpose

This Annex outlines how the public works resources of local government can be organized to enable them to repair and restore essential public facilities and services (including private utilities), remove debris, inspect damaged structures, as well as perform numerous other tasks essential to an effective emergency response.

II. Situation and assumptions

A. Situation

- 1) The public works services include Roads/Streets, Solid Waste Management, Sanitary Sewer, and Waste Water Treatment.
- 2) Public works facilities have emergency plans and procedures in place to monitor, protect and maintain essential operations in order to protect life and property as well as bring about a prompt recovery.

B. Assumptions

- 1) When a major disaster occurs, the local Public Works department may not have adequate resources to deal with all potential problems immediately, and will need to assign tasks on a priority basis.
- 2) Limited private resources are available in the immediate area to assist in public works activities.
- 3) Outside and private resources are available to assist in public works activities should all national resources become committed.
- 4) Outside assistance will respond when called upon, but their ability to respond may be limited.

III. Concept of operations

- A. The Department of Construction will assist in a variety of public works activities including debris removal, damage assessment, structural evaluations, and emergency repairs to essential public works facilities, the stabilizing or demolishing of structures to reduce hazards, and the provision of water for human health needs and firefighting.
- B. Private utilities will make emergency repairs to their infrastructure.
- C. The Director of the Department of Construction will coordinate all public works activities and maintain contact with the on-scene incident commander.
- D. Following any disaster, the Public works and Engineering section will be a major participant in the damage assessment activities described in Annex J.
- E. Public Works Personnel and equipment will be used for heavy rescue operations (such as removing debris). They will coordinate their efforts with emergency operations.
- F. Personnel can assist local communities and local building inspectors to provide essential demolition, cleanup or other related services and

determine whether buildings affected by the disaster have not sustained serious damage and may be occupied, must be vacated temporarily, or should be demolished.

- G. Architects, professional engineers, construction contractors, equipment dealers and other owners and operators of construction equipment should be contacted for the possible use of their services and equipment.
- H. In the event of a hazardous materials incident, the Construction Department will assist the Incident Commander or the EOC staff as needed. Public works personnel should receive, at a minimum, the awareness level of hazardous materials training.

IV. Organization and assignment of responsibilities

A. Organization

The organizational structure of department of construction under this plan remains consistent with its organization under non-emergency situations. It should be noted that, although the organizational structure of the Department does not change during times of emergency, individuals within specific divisions maybe assigned to functions or tasks other than their normal activities.

B. Responsibilities

1. The following individuals/departments have the primary responsibility to coordinate public works operations in their areas:
 - a) The Director, Department of Construction, will coordinate all public works activities in the emergency or disaster situations.
 - b) The Director of the Department of Construction will be responsible for maintaining and retrieving data from the Geographical Information Systems (GIS), and providing support for other Divisions of Public Works and Engineering. This department shall also provide informational support for other Annexes as required.
 - c) The Department of Construction will be principally responsible for public streets, roads, solid waste, sewers both sanitary and storm.
 - d) The Wastewater section will be principally responsible for the maintenance and continued operation of sanitary stations located throughout Zanzibar, and the wastewater treatment plant.
 - e) The Water section will be principally responsible for the maintenance and continued operation of the water treatment plant and the water main that compose the water distribution system.
2. The Director of the Department of the Construction will perform the following specific tasks:

- a) Develop/maintain SOPs that address public works responsibilities and needs.
- b) Maintain a resource list of equipment and personnel.
- c) Establish memoranda of understanding with architects, engineers, construction contractors, equipment dealers and other private resources that can support public works operations.
- d) Provide emergency response training for public works personnel (i.e., hazardous materials, first aid, etc.)
- e) Establish a potable water supply for use in an emergency.
- f) Provide for emergency road and bridge repairs, close roads, establish detours, and construct barricades.
- g) Provide sanitation services or coordinate with private contractors that provide this service.
- h) Take steps to protect the water supply and sewage system if threatened (i.e., hazardous materials incident, etc.). Actions should include containing runoff from hazardous materials and providing security measures (erecting fencing, etc.) at critical public works facilities.
- i) Assist with search and heavy rescue operations as required under the direction of the Fire Coordinator.
- j) Conduct damage assessments for roads, bridges, buildings, and any other structures as necessary and report information to the Damage Assessment Coordinator.
- k) Coordinate restoration of utility services, especially for critical and essential facilities.
- l) Provide cleanup and recovery operations.
- m) Inspect, designate and demolish hazardous structures (Public Property).

V. Direction and control

- A. All public works activities will be coordinated and assigned from the EOC.
- B. The Director, Department of Construction will be located at the EOC and operate from there. Public works personnel in the field (including utility companies) will keep the EOC informed of their activities.
- C. Outside resources (such as contractors) will be under the direct control of their own supervisors, but will be deployed by the EOC and assigned tasks by the site commanders.

VI. Administration and logistics

- A. Overall administration of public works emergency response will be by normal day-to-day procedures. Any deviation from normal procedures must have approval of the Director. The normal procurement procedures will be followed as appropriate. Emergency procurement procedures are identified in Annex M (Resource Management and Supply).

B. Public works services will provide limited logistical support for emergency power, fuel, etc., for response personnel during emergency operations. The Resource Management and Supply Section (Annex M) will assist with supply matters.

ANNEX L: ENERGY AND UTILITIES

I. Purpose

The energy and utility function annex outlines the process for gathering, assessing, and sharing information on energy and utility system damage and estimates of the impact of energy system outages within affected areas. Additionally, this annex function describes how to meet requests for assistance from central government energy officials, energy and suppliers.

II. Situation and assumptions

A. Situation

A disaster, either natural or man-made, may severely impact the energy lifelines, constraining supply in affected areas and causing secondary impacts in adjacent areas, especially those areas that are normally supplied by the directly affected areas. Such an event also could affect transportation, communications, and other lifelines needed for public health and safety.

B. Assumptions

- 1) There may be widespread and possibly prolonged electric power failures
- 2) The transportation and telecommunications infrastructures may be affected.
- 3) Delays in the production, refining, and delivery of petroleum-based products may occur as a result of loss of commercial electric power.

III. Concept of operations

- A. Assess fuel availability, electric power facility damage, energy supply and demand, and identify requirements to repair energy and utility systems.
- B. Coordinate closely with local officials to establish priorities to repair damaged energy and utility systems and coordinate the provision of temporary, alternate, or interim sources of emergency fuel and power.
- C. Obtain current information regarding damage to energy supply and distribution systems and assess the requirements for restoration.
- D. Provide technical experts on energy supply production and delivery to coordinate energy information exchange.

IV. Organizations and responsibilities

The Department of Energy and Utilities will be the primary agency responsible for the following actions:

- 1) Serve as the focal point for issues and policy decisions relating to energy and utilities in all response and restoration efforts.

- 2) Assess energy and utility systems damage and monitor repair work.
- 3) Collect, assess, and provide information on utilities and energy supply, demand, and prices.
- 4) Identify supporting resources needed to restore energy and utility systems.
- 5) Deploy technical response teams as needed to affected area to assist in response and restoration efforts.

ANNEX M: RESOURCE MANAGEMENT AND SUPPLY

I. Purpose

This Annex outlines how the DMD will maintain a continuous resource inventory and allocate these resources in a prompt and orderly manner during an emergency or major disaster.

II. Situation and assumptions

A. Situation

- 1) As this annex is designed to provide guidelines on how to manage government resources, a priority should be given to those resources which could be used to combat the hazards summarized in Table 1.
- 2) A list of certain resources maintained by the DMD is provided in Appendix 2.
- 3) To the maximum extent possible, internal local resources should be used as the first line of support in response to a disaster. International aid can provide an additional option for timely and cost-effective resource support. International aid must be requested by DMD.
- 4) When appropriate, government agencies should use their own authorities and funds to provide assistance for alleviating damage, loss, hardship, and suffering.
- 5) Government agencies may coordinate with voluntary organizations that provide a variety of disaster relief goods and services. Donations often play an important role in supplying disaster victims with essential needs.
- 6) The DMD will be in charge of developing donations management plans and managing the flow of goods and services during disaster response and recovery operations.

B. Assumptions

- 1) During a disaster, individuals or businesses with private resources will be requested to cooperate with DMD office.
- 2) Funds to provide payment for the use of private resources will be available either from the Revolutionary Government of Zanzibar or, if the disaster is severe enough, from the Government of the United Republic of Tanzania, or from regional or international organizations.
- 3) During a disaster, normal supply requisition procedures may be suspended.

III. Concept of operation

- A. Resource and supply operations will be performed according to the operational time frames established in the Basic Plan.
- B. The first resources to be identified will be those that are under the control of or are readily available to the government. It is the responsibility of local government to mobilize these resources, as necessary, to relieve suffering and to protect lives and property.

- C. All local resources must be committed before assistance is requested from other governments.
- D. The Resource and Supply Coordinator must anticipate resource needs for all types of potential hazards and provide the coordination necessary for the proper allocation of these resources.
- E. Field operation facilities (i.e., staging areas, mobilization centers, etc.) will be established as necessary to receive, assemble and distribute resources and supplies. Staging areas will be identified and established as necessary.
- F. Following a large-scale disaster, the outpouring of donations can overwhelm the ability of local organizations to respond effectively. Local government officials in conjunction with voluntary organizations must establish procedures to coordinate and control donated goods and offers of volunteer assistance.

IV. Organization and assignment of responsibilities

Assignment of Responsibilities:

- 1. The primary responsibility for Resources and Supply will be shared between the Director, DMD and the Principal Secretary responsible for the Ministry of Finance, Economy and Development Planning. The Director of DMD will be responsible for allocation of equipment, supplies, and resources while the Principal Secretary of the Ministry of Finance, Economy and Development Planning will be responsible for procurement of resources.
- 2. The Resources and Supply Coordinator will oversee the following supply areas:
 - a) Manage/coordinate the procurement, storage and equitable distribution of the following supply areas: Food, Sustenance Supplies (water, clothing, sanitary supplies, bedding, etc.), Fuel and energy, Construction equipment and supplies, Manpower and Shelter Supplies
 - b) Identify potential resource needs for all types of emergency situations.
 - c) Locate the required resources in the community or find their nearest location.
 - d) Establish memoranda of understanding with private sector organizations, who can supply needed resources.
 - e) Coordinate with individuals, departments, emergency services, etc., for the proper allocation of resources during the emergency.
 - f) Identify staging areas to store and/or distribute resources and supplies. Coordinate these locations with the PIO as necessary.
 - g) Maintain records of services rendered, resources utilized, unused resources, cost of resources, etc., for the emergency.

V. Direction and control

- A. All resources and supply operations will be controlled from the EOC to ensure official concurrence for actions taken.
- B. Subordinates of the resource and supply staff may operate from daily offices, but all decisions will come from the EOC.

- C. Should the EOC be forced to relocate, all resources and supply personnel will move also.

VI. Administration and logistics

- A. Each department will be responsible for securing its own supplies through normal procurement channels. The Resource and Supply Coordinator will assist whenever possible.
- B. All purchases must be kept in accordance with purchasing policy.
- C. Any deviation from normal procedures must have approval of the DMD director

ANNEX N: TRANSPORTATION

I. Purpose

This Annex describes how to assist Government and voluntary organizations to perform transportation response missions following a major disaster or emergency.

II. Situation and assumptions

A. Situation

A major disaster will severely damage the transportation system throughout the impacted area. Most local transportation activities will be hampered by damaged facilities, equipment, and infrastructure, as well as disrupted communications. At the same time, the disaster will create significant demands for national, regional, and local transportation of resources to provide for relief and recovery. The Government assistance may be required to meet these demands for movement of essential resources, as well as for clearing and restoring the transportation system.

B. Assumptions

- 1) The transportation infrastructure will sustain damage, limiting access to the disaster impact area. Access will improve as routes are cleared and repaired or as detours are built.
- 2) The requirements for transportation capacity will exceed the locally controlled or accessible assets, demanding assistance from the government.
- 3) Infrastructure damage and communications disruptions will inhibit efficient coordination of transportation support during the immediate post disaster period.
- 4) Gradual clearing of access routes and improved communications will permit an increased flow of emergency relief, although localized distribution patterns might remain unusable for a significant period.
- 5) The movement of relief supplies may create congestion in the transportation network both nationally and regionally, requiring imposition of controls.
- 6) Local distribution of resources from a mobilization center to individual victims will normally be the responsibility of the Coordinator of Resource Management and Supply, as described in Annex M.

III. Concept of operations

- A. The Director of the Department of Transportation will provide a structure for managing the acquisition of transportation services and the deployment of relief and recovery resources from around the nation into the disaster impact area.

- B. All requests for transportation support will be submitted to the DMD Director for coordination, validation, and/or action in accordance with the basic plan.

IV. Organization and responsibilities

The Director of the Department of Transportation will be responsible for the following tasks:

- 1) Coordinate the provision of transportation capacity in support of local government and voluntary organizations, including contracting for such resources when required.
- 2) Supervise the assessment of damage to the transportation infrastructure and the analysis of the impact of the disaster on transportation operations, nationally and regionally.
- 3) Provide technical assistance to local government in determining the most viable transportation networks to, from, and within the disaster area, as well as alternate means to move people and goods within the area affected by the disaster.
- 4) Identify resource requirements for transportation and coordinate their allocation.

ANNEX O: HAZARDOUS MATERIAL & OIL SPILL RESPONSE

I. Purpose

This Annex describes how the government will effectively respond to an actual or potential discharge and/or release of hazardous materials and oil spill. The Annex includes the appropriate response actions to prevent, minimize, or mitigate a threat to public health, welfare, or the environment caused by actual or potential hazardous materials and oil spill incidents.

II. Situation and assumptions

A. Situation

- 1) A natural or other disaster could result in numerous situations in which hazardous materials are released into the environment. Fixed facilities (e.g., chemical plants, tank farms, laboratories, operating hazardous waste sites) that produce, generate, use, store, or dispose of hazardous materials could be damaged so severely that existing spill control apparatus and containment measures are not effective.
- 2) Hazardous materials that are transported may be involved in rail accidents, highway collisions, or waterway mishaps.
- 3) Abandoned hazardous waste sites could be damaged, causing further degradation of holding ponds, tanks, and drums. The damage to, or rupture of, pipelines transporting materials that are hazardous if improperly released will present serious problems.

B. Assumptions

- 1) The government will be overwhelmed by the extent of the response effort required to assess, mitigate, monitor, clean up, and dispose of hazardous materials or oil spill released into the environment.
- 2) There may be numerous incidents occurring simultaneously in separate locations, both inland and along coastal waters.
- 3) Standard communications equipment and practices (e.g., telephone lines and radio) will be disrupted or destroyed.
- 4) Response personnel, cleanup crews, and response equipment will have difficulty reaching the site of a hazardous materials release because of the damage sustained by the transportation infrastructure (i.e., roads, rails, bridges, airports).
- 5) Laboratories responsible for analyzing hazardous materials samples may be damaged or destroyed.
- 6) Air transportation will be needed for damage reconnaissance and to transport personnel and equipment to the site of a release.

III. Concept of operation

- 1) The Director of Zanzibar Maritime Authority will promote an efficient, coordinated, and effective response to discharges or releases of

hazardous materials that threaten human health, welfare, or the environment.

- 2) In collaboration with DMD and supporting agencies the Director of Zanzibar Maritime Authority (ZMA) will coordinate the provision of support and the overall management to the various response sites to ensure actions are taken to mitigate, clean up, and dispose of hazardous materials or oil spill and minimize the impact of the incidents.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The primary responsibility of hazardous material and oil spill response will be of the Director of Zanzibar Maritime Authority (ZMA) who will be responsible for the following tasks:

- 1) In accordance with the basic plan, establish procedures to manage the response to oil spill and hazardous materials incidents.
- 2) Determine and implement requirements for personal protective equipment for hazardous material and oil spill emergency responders.
- 3) Initiate appropriate actions to control and eliminate the hazard in accordance with established hazardous material and oil spill response guidelines.
- 4) Determine areas at risk and which public protective actions, if any, should be implemented.
- 5) Collaborate with firefighting department if the incident has, or may, result in a fire.
- 6) Determines when affected areas may be safely reentered.

V. Direction and control

- A. In a Level 2 or Level 3 emergency, overall control will emanate from the EOC's direction and control Staff. The Director of Zanzibar Maritime Authority (ZMA) will be responsible for all hazardous materials and oil spill activities related to the emergency.
- B. The hazardous materials and oil spill Coordinator will operate from the EOC.
- C. Initial direction and control at the disaster/emergency site will be established by the police chief officer on scene. This officer (until relieved by a senior officer) will maintain contact with and provide information to the EOC.

VI. Administration and logistics

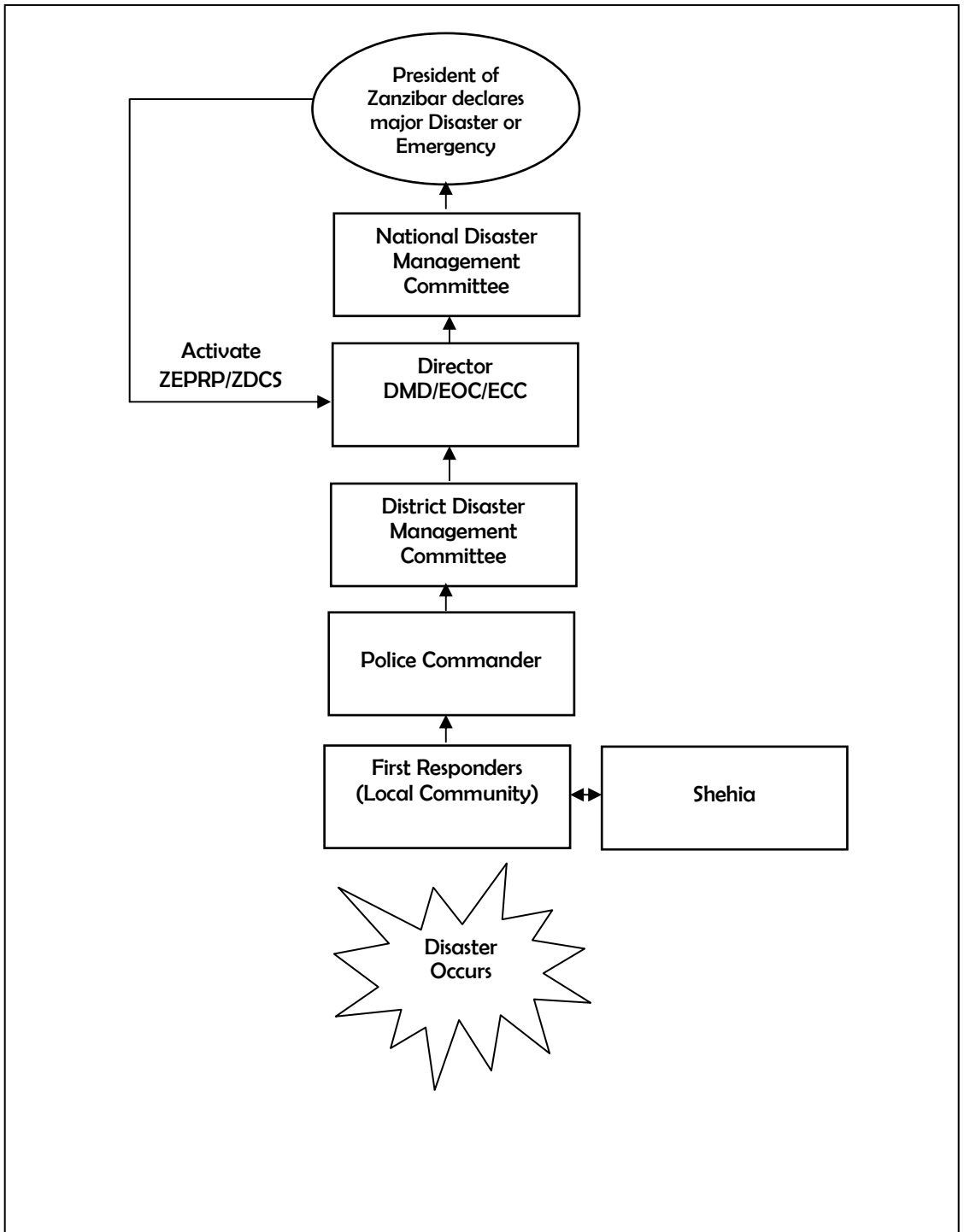
- A. The Support Staff Coordinator will provide logistical support (food, water, family care, etc.) for hazardous materials and oil spill personnel at the time of disaster/emergency.
- B. The Resource and Supply Coordinator will provide logistical support (power, fuel, lighting, heavy equipment) for hazardous materials and oil spill personnel at the time of disaster/emergency.

PART III: APPENDIXES

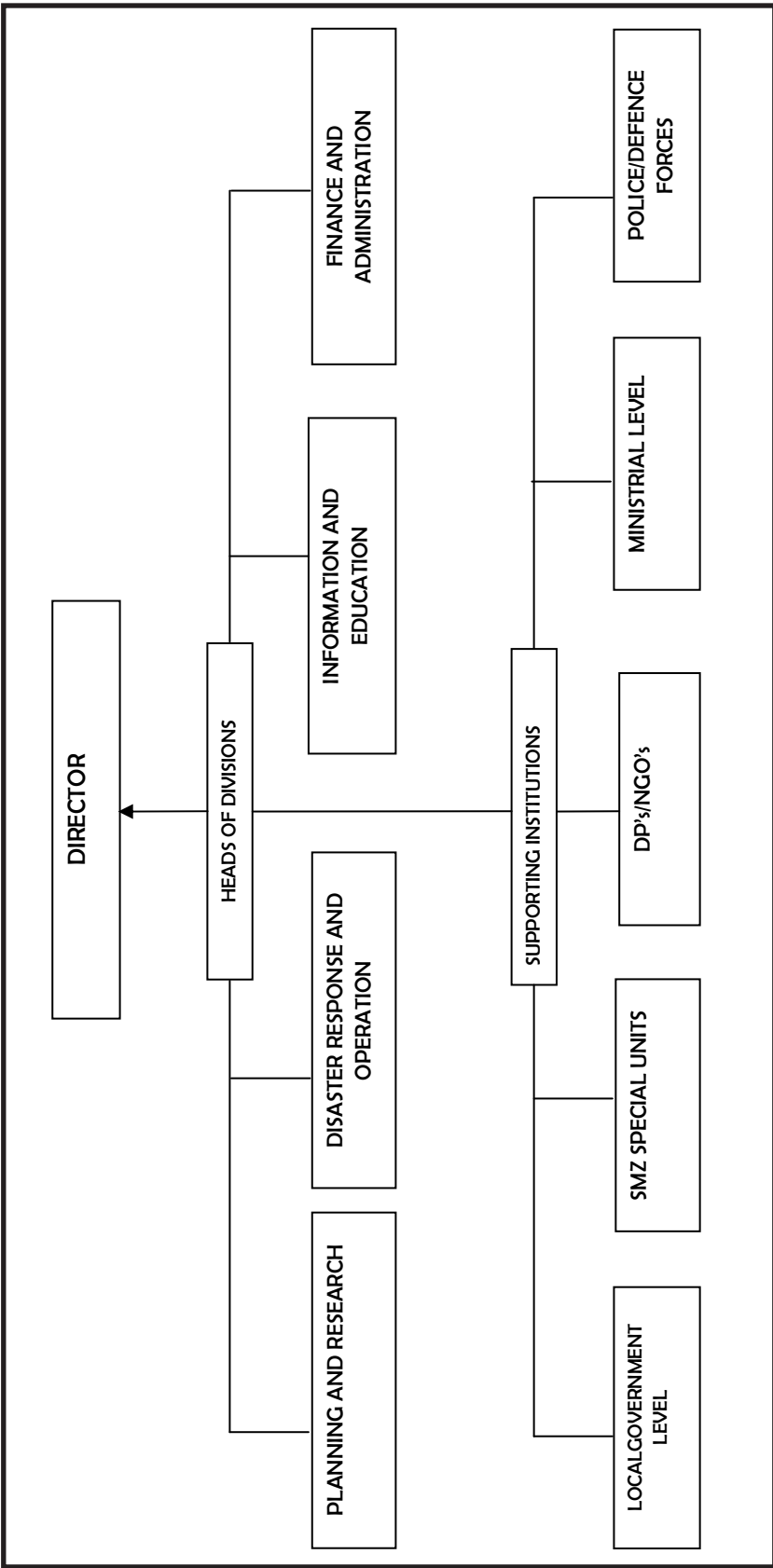
Appendix 1: RESOURCES/EQUIPMENT FOR EMERGENCY OPERATION CENTER (EOC)

1. EQUIPMENT	3. SUPPLY
Office furniture(Tables, Desks, Chairs etc)	Food/Beverage Supplies
Photocopy Machine	Coffee Pots and Cups
Manual and Electric Typewriters	Tea Kettles
Computers/Windows Office/GIS software	Paper cups
Television Sets	Glasses
Cameras	Paper towels
LCD projection	Food Preparation/serving equipment
Fax Machine	Eating Utensils
Radios FM/AM	Mattress/Sheets/Pillowcases
Telephone Book	Towels
Events Display Boards	Soap (Personal, Detergent, Laundry)
Maps(Local, Region, Nation)	Toilet paper
Stove	Garbage bags
Food storage Cabinets	Matches
Refrigerator/Freezer	Batteries/Bulbs for flashlights
Flashlights	Sleeping Bags
Printer	First AID Kit
Scanner	Mosquito nets
Spade and shovel	Mobile toilets
Helmet with lamps	
Reflective Jackets	
Breathing masks	
Vehicle	
2. OFFICE STATIONERY	
In/out registers	
Note pads	
Message Pads/Forms	
File Folders	
Typewriter ribbons	
Typing Paper	
Envelopes of various sizes	
Pencils/Pencil Sharpeners/Erasers	
Staplers/Staples/Staple Removers	
Waste Baskets	
Filing Cabinets	
Calendars	

APPENDIX 2: DISASTER OPERATION FUNCTIONAL DIAGRAM



APPENDIX 3: DMD ORGANIZATIONAL STRUCTURE



APPENDIX 4: ANNEX ASSIGNMENTS

ANNEX	ASSIGNED TO:	
	PRIMARY AGENCY	SUPPORT AGENCY
Annex A: Direction and Control	<ul style="list-style-type: none"> • DMD • The Second Vice President's Office 	<ul style="list-style-type: none"> • ALL Disaster Management Committees
Annex B: Communications and Warnings	<ul style="list-style-type: none"> • DMD • Department of Information Services 	<ul style="list-style-type: none"> • Department of Preventive and Public Health Services • Department of Communication • Tanzania Red Cross • Tanzania Meteorological Agency (TMA) • Zanzibar Commission for Tourism • Tanzania People's Defense Force (TPDF) • Zanzibar Maritime Authority (ZMA) • Cellular Networks and the Media
Annex C: Evacuation	<ul style="list-style-type: none"> • DMD • Tanzania Police Force (TPF) 	<ul style="list-style-type: none"> • ALL Disaster Management Committees • Department of Social Welfare • Department of Transportation and Licensing • ALL Special needs Departments • Tanzania Red Cross • Zanzibar Commission for Tourism (ZCT) • Tanzania People's Defense Forces (TPDF) • Zanzibar Maritime Authority (ZMA)
Annex D: Firefighting	<ul style="list-style-type: none"> • Fire and Rescue Department 	<ul style="list-style-type: none"> • Department of Preventive and Public Health Services • Department of Aviation

ANNEX		ASSIGNED TO:	
	PRIMARY AGENCY	SUPPORT AGENCY	
		<ul style="list-style-type: none"> • ALL Special Departments, • Tanzania Police Force (TPF) • Zanzibar Electricity Corporation (ZECO) • Tanzania People's Defense Force (TPDF) • Zanzibar Maritime Authority (ZMA) 	
Annex E: Law enforcement	<ul style="list-style-type: none"> • Tanzania Police Force(TPF) 	<ul style="list-style-type: none"> • ALL Special Departments • Tanzania Peoples Defense Force (TPDF) 	
Annex F: Health and Medical Services	<ul style="list-style-type: none"> • Department of Preventive and Public Health Services 	<ul style="list-style-type: none"> • Department of Environment, • Department of Agriculture • Department of Veterinary Services • Department of Social Welfare • Tanzania Red Cross • Tanzania Police Force (TPF) • Tanzania People's Defense Force (TPDF) 	
Annex G: Search and Rescue	<ul style="list-style-type: none"> • Special Department---Search and Rescue • Special department --- KMKM • Tanzania People's Defense Force (TPDF) 	<ul style="list-style-type: none"> • Department of Aviation • ALL Special Departments • Tanzania Red Cross • Tanzania Police Force (TPF) 	
Annex H: Shelter and Mass care	<ul style="list-style-type: none"> • DMD • Tanzania Red Cross 	<ul style="list-style-type: none"> • ALL Disaster Management Committees • Department of Preventive and Public Health Services • Departments of Mapping and Registration • Department of Rural and Urban Planning • Department of Agriculture 	

ANNEX		ASSIGNED TO:	
	PRIMARY AGENCY	SUPPORT AGENCY	
		<ul style="list-style-type: none"> Department of Women and Children Development Tanzania Police Force (TPF) Tanzania people's Defense Force (TPDF) Regional and International Agencies 	
Annex I: Emergency Public Information	<ul style="list-style-type: none"> DMD Department of Information 	<ul style="list-style-type: none"> ALL Disaster Management Committees Department of Communication Department of Social Welfare Cellular Networks and the Media 	
Annex J: Damage Assessment	<ul style="list-style-type: none"> DMD 	<ul style="list-style-type: none"> ALL Disaster Management Committees Department of Construction Department of Environment Department of Mapping and Registration Zanzibar Municipal, Town and District Councils Tanzania Peoples Defense Force (TPDF) 	
Annex K: Public Works and Engineering	<ul style="list-style-type: none"> Department of Construction 	<ul style="list-style-type: none"> Department of Transportation and Licensing ALL Special Departments Tanzania People's Defense Force (TPDF) 	
Annex L: Energy and Utilities	<ul style="list-style-type: none"> Department of Energy and Minerals 	<ul style="list-style-type: none"> Zanzibar Electricity Corporation (ZACO) Zanzibar Water Authority (ZAWA) 	
Annex M: Resources Management and Supply	<ul style="list-style-type: none"> DMD Ministry of Finance, Economy and Development Planning 	<ul style="list-style-type: none"> ALL Disaster Management Committees Department of Agriculture ALL Special Departments Tanzania Red Cross Zanzibar Municipal, Town and District Councils Tanzania People's Defense Force 	

ANNEX	ASSIGNED TO:	
	PRIMARY AGENCY	SUPPORT AGENCY
Annex N: Transportation	<ul style="list-style-type: none"> Department of Transportation and Licensing 	<ul style="list-style-type: none"> Regional and International Agencies Department of Aviation All Special Departments Tanzania Red Cross Tanzania People's Defense Forces (TPDF) Zanzibar Maritime Authority (ZMA)
Annex O: Hazardous material and oil spill response	<ul style="list-style-type: none"> Zanzibar Maritime Authority (ZMA) 	<ul style="list-style-type: none"> Tanzania People's Defense Force (TPDF) ALL Special Departments Department of Agriculture Department of Energy Department of Health and Human Services Department of Transportation Tanzania Red Cross Department of construction

A copy of this plan can be obtained from the following address:

**The Director
Disaster Management Department (DMD)
The Second Vice President's Office
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