

## **GUIDELINES FOR THE CONDUCT OF THE NATIONAL PLANS REVIEW PROCESS IN CDEMA** **PARTICIPATING STATES**

### **1.0 INTRODUCTION**

Whilst many Caribbean States have invested in plan writing, recent events have suggested an inadequate appreciation of resource requirements to operationalize these. Hence part of the initiatives of CDEMA's Disaster Risk Management Sub-regional programme will deliver improved multi-hazard plans in pilot states.

The Disaster Risk Management Sub-regional programme funded by the ACP-EU's Natural Disaster Facility will; strengthen regional coordination, improve national disaster plans in ten (10) pilot countries, improve community preparedness in at least eight (8) pilot communities, and improve coordination of disaster evacuations. These initiatives are aimed at enhancing human safety, reducing the social, economic and environmental costs of natural disasters and building more resilient communities of the CDEMA Participating States.<sup>1</sup>

The National Plans Review process involves the execution of a systematic series of actions that facilitate the comprehensive examination and evaluation of the National Disaster Management Systems in CDEMA Participating States. As such, it is an integral part of the realization of the institutional strengthening of disaster management organizations and the systems they support as advocated by Outcome 1 of the Enhanced CDM Strategy and Framework 2007-2012.

National Plan Review will allow for the identification of resource gaps and the articulation of strategies for meeting these. The plans will then be tested/exercised as part of the revision process. The process will be documented and shared in a regional forum.

It is recognized that similar projects being executed by other stakeholders can benefit from the development of a standardized set of guidelines for the national plan review process. It is intended that these Guidelines will be used as the basis for conducting all future national plan review activities in CDEMA PS. It will also be an essential tool with which National Disaster Plans across the region can be reviewed, updated and tested on an annual basis using a standardized format and process. Their

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<sup>1</sup>Participating States: Anguilla, Antigua and Barbuda, Commonwealth of the Bahamas, Barbados, Belize, The Commonwealth of Dominica, Grenada, Republic of Guyana, Haiti, Jamaica, Montserrat, St. Kitts and Nevis, Saint Lucia, St. Vincent and the Grenadines, Suriname, Republic of Trinidad and Tobago, Turks and Caicos, The Virgin Islands.

application will ensure coordination of effort and comparability of technical results of the National Plans Review process across CDEMA Participating States.

## **2.0 AIM**

The aim of this document is to provide a recommended approach and associated procedures for the conduct of the National Plans Review process in CDEMA Participating States.

## **3.0 SCOPE**

The Guidelines will detail in chronological order activities to be undertaken in the three (3) stages of the Plans Review process, namely:

1. Phase 1 : First country visit – Actions to be taken Before, During and After
2. Phase 2 : Successive country visits – Actions to be taken Before, During and After
3. Phase 3 : Conduct of the National Disaster Response Exercise

## **4.0 ACTIONS PRIOR TO FIRST COUNTRY VISIT**

### **a. By CDEMA CU/REGIONAL TECHNICAL ORGANISATION**

- 1) Provide at least two (2) Facilitators/Consultants for the mission visit to each of the ten (10) selected Participating State(s).
- 2) Verify that dates are acceptable to both parties (Participating State(s) and Facilitators/Consultants).
- 3) Provide logistical and administrative support for the mission visits to the selected State(s), including but not limited to:
  - i. Booking airline tickets and hotels
  - ii. Providing necessary funds
  - iii. Providing a digital copy of the last completed CDEMA Bi-Annual Audit instrument which was submitted by the country being reviewed.
  - iv. Providing digital copies of the suite of National Disaster Plans for the State(s) under review
  - v. Providing requisite CDEMA technical toolkit to support the mission including templates, models, guidelines, formats etc.
  - vi. Providing contact information and other background information on the National Disaster Office (NDO) (especially for Consultants who are not part of the CDEMA team)
- 4) Inform the Plans Development and Review Sub-Committee of CDEMA'S Technical Review Committee (TAC) of the process and solicit their assistance.
- 5) Organize Press Information Note on the Plan Review Mission.

**b. By the Facilitator/Consultant**

- 1) Review the suite of National Disaster Plans.
- 2) Review the CDEMA format for plans and SOPs (**Attached at Annex A**).
- 3) Develop and submit a proposed programme of activities for the National Disaster Coordinator to approve.
- 4) Liaise/communicate with the NDO in order to ensure that they are able to accommodate the mission visit.
- 5) Agree on Mission dates.

**c. By the National Disaster Office**

- 1) Ensure that the latest suite of National Disaster Plans is forwarded to the Facilitator/Consultant thru CDEMA CU (preferably in digital form).
- 2) Agree on dates for the mission visit.
- 3) Arrange for in country transportation of visiting team.
- 4) Approve programme of activities during mission visit.
- 5) Arrange appointments for meetings with the sub-committees/lead agencies.
- 6) Provide any related guidelines, plans or procedures for the Facilitator/Consultant (if necessary).
- 7) Make the necessary arrangements for national media coverage.

**5.0 ACTIONS DURING FIRST COUNTRY VISIT**

The first country visit by the CDEMA/Consultant Mission Team is designed to assess the current state of the national disaster management system; analyze its strengths and areas of weakness, identify ways of improving the current system; and make recommendations for future action.

**a. By the Facilitator/Consultant**

- 1) Conduct face-to-face meeting with the NDC to discuss the mission and expected results and outcomes.
- 2) Meet and interview staff on their role and responsibilities during normal and crisis periods. The results of these discussions are to be cross referenced by staff tasks as documented in the National Disaster Plan and Standard Operating procedures.
- 3) Inspect the physical infrastructure including the Operations Room, IT equipment, communications equipment, warehouse/stores, emergency kit and equipment. These should be evaluated for serviceability, availability, quantities, location etc. and compared with “minimal” requirements.

- 4) Meet with NDC and senior staff to discuss current suite of National disaster Plans, structure of the disaster management system and challenges with the present system.
- 5) Meet with Chairpersons of the National Disaster Committees as well as key officials of the Emergency Services and lead Ministries to discuss the following:
  - i. Composition/Membership of the Committee/Group (including Chair & Deputy)
  - ii. Terms of Reference for the Committee/Group
  - iii. Plan for the Committee/Group Emergency Support Function
  - iv. Challenges and gaps
  - v. Suggestions for improving the system (e.g. expanding membership, collapsing or creating new Committees and/or enhancing the TOR and Plan for the Committee/ESF)
- 6) Conduct an Out-Briefing with the NDC to vet and summarize the gaps identified, the enhancements suggested and the way ahead.
- 7) Agree on dates for submitting any outstanding documents that were not available during the mission visit.
- 8) Agree on the dates for the follow-up visit.

**b. By the National Disaster Office**

- 1) Arrange all in-country transportation for the mission team.
- 2) Confirm all office visits with key officials and chairpersons of the National Disaster Committees. Arrange for alternate meetings where the primary official is unavailable.
- 3) Facilitate assessment visit to the NEOC and staff:
  - I. Arrange for staff to be available for meeting/interviews with facilitator/consultant
  - II. Organize for the inspection of the physical infrastructure – including the Operations Room, communications equipment, warehouse/stores, emergency kit and equipment
  - III. Facilitate meeting with Facilitator/Consultant to discuss the current disaster management system in the country and identify gaps.
- 4) Accompany the Mission Team throughout their visit to meet with the Chairpersons of the National Disaster Committees and key agencies/Ministries in accordance with the mission programme.

- 5) Identify any gaps that have been highlighted during the various discussions with the Chairpersons and key officials.
- 6) Arrange for a Press Release and/or other media coverage through the Government Information Service.

## **6.0     *ACTIONS AFTER FIRST COUNTRY VISIT***

This procedure is designed to ensure that the national plan review process completes the first stage and all outstanding documents and reports are finalized and submitted with sufficient time to commence the second stage.

### **a.    By the Facilitator/Consultant**

- 1) Submit any outstanding documents to the NDO as agreed during the out- briefing (e.g. model toolkits, guidelines etc.).
- 2) Draft and circulate the Mission Report to the NDC and CDEMA CU for review, comment and revision where necessary. Provide a deadline for delivering the final Mission Report for the first mission.
- 3) Update and circulate the Final Report for the First Mission Visit to the CDEMA CU and copy this to the NDO.
- 4) Start the process of incorporating the recommendations from the first mission visit into the National disaster Management Plan and SOPs.
- 5) Submit findings and draft recommendations to the Plan Development and Review Sub-committee if necessary.
- 6) Commence planning for the second mission visit.

### **b.    By the National Disaster Office**

- 1) Submit any outstanding documents or information to the CDEMA CU as agreed during the Out briefing.
- 2) Review the first draft of the Facilitator/Consultant report from the first Mission visit and submit comments in the timeframe agreed.
- 3) Receive the final Mission Report for the first mission and start to incorporate the recommendations where possible. Ensure that the appropriate authority is sought for approval of these recommendations.

## **7.0     *ACTIONS PRIOR TO SECOND COUNTRY VISIT***

This procedure is designed to ensure that all the preparations are in place and all parties are ready for executing the second mission.

### **a.    By CDEMA CU**

- 1) Verify with Facilitator/Consultant and the Participating State that dates for the second mission visit are acceptable to all parties.
- 2) Provide logistical and administrative support for the mission visits as detailed in Paragraph **4a** above.

**b. By the Facilitator/Consultant**

- 1) Incorporate all the recommendations into the National Disaster Plan and SOP.
- 2) Circulate to the CDEMA CU and to the Participating State (whose plan is being updated).
- 3) Confirm your availability for the dates agreed upon for the second Mission Visit
- 4) Draft and circulate the Second Mission Programme of Activities for acceptance and approval by the CDEMA CU and the NDO.
- 5) Maintain communication with the NDC to ensure that expectations are being met.
- 6) Prepare briefing documents and Power-point presentations for the Second Mission Visit. This includes the package for the Orientation Briefings.

**b. By the National Disaster Office**

- 1) Agree on dates for the Second Mission Visit.
- 2) Review Programme of Activities and submit recommendations to Facilitator/Consultant and CDEMA CU.
- 3) Finalize the Programme of Activities in collaboration with the Facilitator/Consultant.
- 4) Arrange for meetings with key officials as requested by the Facilitator/Consultant.
- 5) Send out invitations to the participants for the Orientation Seminar/Briefings.
- 6) Make arrangements for national media coverage of the Orientation Seminar.

**8.0 ACTIONS DURING SECOND COUNTRY VISIT**

The second mission visit is designed to solicit the agreements and support of all the key officials and chairpersons of the national disaster committee. It will also highlight the enhancement and updates that are recommended by the “Review/Mission Team” during an Orientation Seminar and Briefing that should be conducted at the NEOC.

**a. By the Facilitator/Consultant**

- 1) Meet with the key officials and chairpersons to finalize the recommended enhancements in the National Disaster Plan and SOPs, including any late edits.
- 3) Conduct the Orientation Seminar and Briefing on the updated National Disaster Plan/SOP.

- 4) Complete an After Action Review to document the success of the process, gaps identified and recommendations to address identified gaps.

**b. By the National Disaster Office**

- 1) Accompany the Facilitator/Consultants to meetings with the key disaster management officials.
- 2) Chair the proceedings for the Orientation Seminar and Briefing Session.
- 3) Participate in the After Action Review.
- 4) Provide the necessary in-country transportation for the Mission Team.
- 5) Assist the Facilitator/Consultant with secretarial support for the Orientation Seminar/Briefing Session.

### **9.0 ACTIONS AFTER SECOND COUNTRY VISIT**

This After Action activity is designed to ensure that the plans and processes agreed upon during the second visit are recorded accurately, and incorporated into the National Disaster Plans and SOPs for implementation.

**a. By the Facilitator/Consultant**

- 1) Complete draft mission report for the second visit and circulate for review and comments. Provide a deadline for the submission of comments.
- 2) Finalize final draft of the second mission visit report and circulate to CDEMA CU and NDO.

**b. By the National Disaster Office**

- 1) Review and submit the draft report for the second mission visit with comments and edits.
- 2) Commence the updating of the relevant plans and procedures in preparation for the National Disaster Response Exercise.

### **10.0 ACTIONS PRIOR TO THE NATIONAL DISASTER RESPONSE EXERCISE**

This procedure is designed to ensure that the requisite arrangements and infrastructure are put in place for executing a successful national disaster response exercise.

**a. By CDEMA CU**

- 1) Arrange for the provision of the necessary funding for the National Disaster Response Exercise.
- 2) Identify the Exercise Facilitator/Consultant.
- 3) Seek to secure support for the national disaster response exercise at the highest level (government ministers).

- 4) Coordinate the resources from other projects to reinforce the efforts of the exercise.

**b. By the Facilitator/Consultant**

- 1) In collaboration with the NDO, agree on dates and duration for the exercise.
- 2) In collaboration with the NDO, agree on the design and objectives of the exercise and develop associated scenario(s).
- 3) Develop a proposed Budget for the exercise.
- 4) In collaboration with the NDO, agree on the level of participation/number and affiliation of participants including Evaluators, Observers and Controllers.
- 5) In collaboration with the NDO, agree on the exercise planning processes e.g. planning meetings, site surveys and related the preparation of training packages (SAR, NEOC, DANA, etc.)

**c. By the National Disaster Office**

- 1) In collaboration with the Facilitator/Consultant, decide on the best suitable date for the exercise.
- 2) In collaboration with the Facilitator/Consultant, decide on the type of hazard (s) and the level of impact.
- 3) In collaboration with the Facilitator/Consultant, agree on the design and objectives of the exercise.
- 4) In collaboration with the Facilitator/Consultant, agree on the level of support to be expected from the national authorities (both financial and in-kind).
- 5) Take ownership of the exercise.
- 6) Commence the media/public relations campaign for the exercise.
- 7) Encourage participation at the highest level.
- 8) Start national planning meetings.
- 9) Undertake a National Training Programme, if necessary, in preparation for the exercise.

**11.0 ACTIONS DURING THE NATIONAL DISASTER RESPONSE EXERCISE**

**a. By the Facilitator/Consultant**

- 1) Coordinate the exercise troops (including role players, evaluators and facilitators).
- 2) Execute the National Disaster Response Exercise.

- 3) Conduct an After Action Review to identify the strengths, weaknesses, gaps and recommended actions that need to be taken to enhance the National Disaster Response mechanism.

**b. By the National Disaster Office**

- 1) Coordinate the National Disaster Response Exercise.
- 2) Activate the NEOC.
- 3) Activate the National Response Mechanism.
- 4) Utilize the updated National Disaster Plans and SOPs.

**12.0 ACTIONS AFTER THE NATIONAL DISASTER RESPONSE EXERCISE**

- a. Conduct AAR
- b. Identify gaps
- c. Update plans and procedures
- d. Submit plans and procedures for national adaptation (government level)

**13.0 RECOMMENDATIONS**

It is recommended that this Draft Guidelines for National Disaster Plan Review is circulated to CDEMA staff and Partners for review, comments and revision prior to being adapted for use in the region. It is further recommended that when approved, it should be fully utilized when conducting national plan review in the Caribbean.

**14.0 CONCLUSIONS**

The Guidelines presented herein provide a standardized framework for action for the conduct of the National Plans Review process. It is hoped that this will serve as an essential tool with which National Disaster Plans across the region can be reviewed, updated and tested on an annual basis using a standardized format and process. It will also serve as a “Check List” for the all actors involved in this process so that all will be able to easily identify their roles and responsibilities in each stage of the plan review process.

Adherence to these Guidelines will improve the logistical and administrative coordination among all relevant stakeholders; will enhance the technical quality of the mission; will contribute towards the reliability and confidence of results as well as the uptake of recommendations.

**CDEMA CU  
Barbados  
August 9, 2010**

**National Plan Model**

**Suite of Operational Tools**

1. Policies
  - a. Evacuation
  - b. Relief
  - c. Recovery
  - d. Web EOC
  
2. Guidelines
  - a. Damage Assessment and Needs Analysis [DANA]
  - b. Evaluation of Disaster Events
  
3. Standard Operation Procedures [SOPs]
  - a. National Emergency Operations Centre [NEOC]
  - b. Member Agencies
  - c. Declaring a Disaster
  
4. Emergency Support Functions [ESFs]
  - a. Transportation
  - b. Emergency Shelter
  - c. Emergency Housing
  - d. Emergency Communications
  - e. Welfare [to include SMID, Relief Distribution, LSS/SUMA etc.]
  
5. Hazard Plans
  - a. Hurricane
  - b. Earthquake
  - c. Tsunami
  - d. Flood
  - e. Oil Spill
  
6. Sector Plans
  - a. Agriculture
  - b. Foreign Affairs
  - c. Health
  - d. Education
  - e. Finance
  - f. Tourism
  - g. Information Management [Crisis Communications]
  
7. Appendices
  - a. National Disaster Legislation [if available]
  - b. Articles of formation of CDEMA
  - c. Caribbean Media Kit
  - d. Forms [e.g. SitRep, message form]
  - e. Relief Toolkit

## **STRUCTURE FOR DISASTER RESPONSE PLAN**

The plan consists of the Preliminaries and eight (8) sections:

### **Preliminaries:**

#### **Foreword**

Ministerial Statement in support of plan

#### **Executive Summary**

This will give a synopsis of the contents of the plan

#### **Acknowledgements**

Recognition of individuals or agencies that have made a contribution to the development of the plan

#### **Name of the Plan**

Name or Number allocated to the plan (e.g. The Grenada Hurricane Response Plan, Section 3.1 of the National Disaster Plan or the Seaport Authority Earthquake Plan, section 5.4 of the Seaport Plan)

#### **Signature Page**

Containing the signatures of Heads of Agencies and the list of agencies to whom/which the plan has been distributed.

#### **Record of Review and Updates**

Lists when plan was updated and reviewed

#### **Glossary of Terms**

This section will list and explain terminology used in plan

### **Section 1: Introduction**

The introduction will comprise of the following four elements:

#### **Background**

Will provide a general synopsis of the Ministry/Agency/Department as it relates to Disaster Management in [COUNTRY]

### **Purpose of the plan**

Describes the purpose of the plan

### **Scope**

- Extent of the coverage of the plan: island-wide (country-wide) coverage
- Establishes timeframe
- It will be executed in tandem with (what other plans)
- This plan is multi-hazard in scope

### **Mission Statement**

Describe the mission statement as determined by the Disaster Management Advisory Committee or Legislation

## **Section 2: Authority**

This section will establish the authority under which the plan is being prepared.

## **Section 3: Critical Assumptions**

This section will describe a series of a number of assumptions, which will be key to the successful execution of the plan.

## **Section 4: Institutional Framework**

This section outlines the organizational framework for the development and implementation of the plan. It will articulate the composition of the National Structure, its terms of reference and the institutional linkage with **other agencies**.

It will also illustrate the relationship between your Ministry/Department/Agency and the DMAT.

Agencies involved; Roles and Responsibilities

Schematic representation of Organisational structure

## **Section 5: Concepts of Operations**

Describes the process through which the plan will be executed. It will describe the roles and functions of the operation cells i.e. NEOC, JOCC, EOC, VOC

Use of MOUs where there is a void/gap in the national capacity.

## **Section 6: Emergency Operations**

This section will detail the following:

**Alert and Warning Mechanism,**

Notification of an Incident,

**Response Operations:**

- Mobilization and deployment of emergency agencies
- Resource mobilization, access and deployment
- Interagency coordination and interoperability
- Monitoring and evaluation of the incident,
- Linkages with supporting plans and SOPS,
- Standard Operations governing key Emergency Response Functions (ERF) - Telecoms,

**Activation and Deactivation**

**Recovery Operations**

## **Section 7: Trans – Island/country Threats or Incidents**

This section will outline arrangements and response mechanism in event that the national emergency services had to respond to incidents or threats within the other CDEMA PS.

## **Section 8: Appendices**

This section will contain the following:

- Linkages with other plans
- Checklists
- Notification /Call Out Procedures
- Contact Information
- List of resource requirements
- Job Aid
- Maps – emergency routes, venue plans / procedures

**Other Considerations**

- a. Revision & updating of the plan
- b. Dissemination of the plan
- c. Training
- d. Simulation Exercises
- e. Record of real events and evaluation response