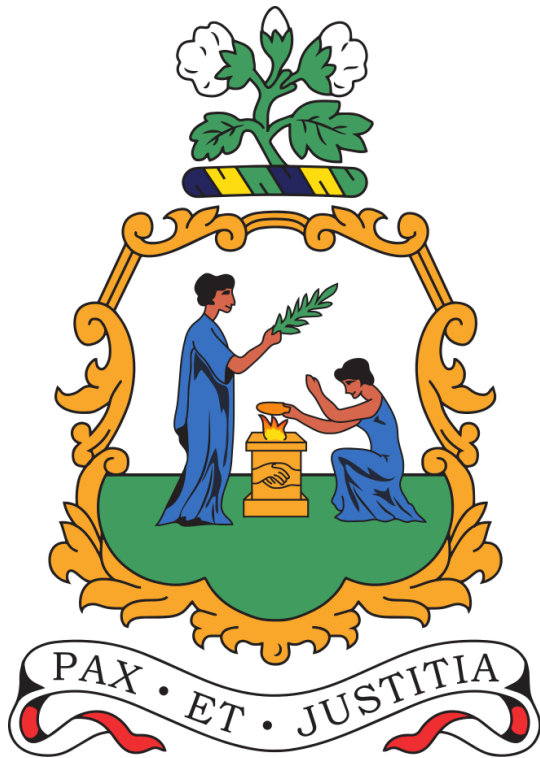


GOVERNMENT OF SAINT VINCENT AND THE GRENADINES



# COMPREHENSIVE DISASTER MANAGEMENT POLICY

2014

---

---

# CONTENTS

Acronyms.....	II
Foreword.....	III
Acknowledgement .....	IV
PROLOGUE.....	1
CONCEPTUAL POLICY FRAMEWORK .....	4
LEGAL AND ORGANIZATIONAL FRAMEWORK.....	4
1.1 APPROACH .....	7
1.2 GOVERNANCE.....	<a href="#">98</a>
1.3 STAKEHOLDERS .....	9
1.4 SAFETY, RESILIENCY AND SUSTAINABLE DEVELOPMENT .....	<a href="#">109</a>
RATIONALE AND PURPOSE OF THE POLICY FRAMEWORK .....	<a href="#">1140</a>
1.5 VISION .....	<a href="#">1312</a>
1.6 GOAL .....	<a href="#">1312</a>
1.7 POLICY FRAMEWORK ELEMENTS .....	<a href="#">1312</a>
1.8 POLICY FRAMEWORK IMPLEMENTATION AGENCIES AND STRUCTURES .....	<a href="#">1716</a>
1.9 FINANCING OPTIONS .....	<a href="#">1817</a>
SUSTAINABILITY .....	<a href="#">2019</a>
1.10 MONITORING & EVALUATION PROCESSES.....	<a href="#">2019</a>
REFERENCES .....	<a href="#">2221</a>
ANNEX I .....	<a href="#">2827</a>

# ACRONYMS

B-Tool	OECS Disaster Risk Management Benchmarking Tool
CARICOM	Caribbean Community
CCA	Climate Change Adaptation
CDB	Caribbean Development Bank
CDEMA	Caribbean Disaster Emergency Management Agency
CDM	Comprehensive Disaster Management
CDM HIP	Comprehensive Disaster Management Harmonisation Integration Project
CELAC	Community of Latin American and Caribbean States
CIDA	Canadian International Development Agency
CPA	Country Poverty Assessment
DaLA	Damage and Loss Assessment
DDMC	District Disaster Management Committees
DFATD	Department of Foreign Affairs, Trade and Development
DRA	Disaster Risk Assessment
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EOCs	Emergency Operations Centres
GCM	General Circulation Model
GDP	Gross Domestic Product
HFA	Hyogo Framework of Action
IBRD	International Bank for Reconstruction and Development
IFRC	International Federation of Red Cross and Red Crescent Societies
ICS	Incident Command System
ICT	Information and Communications Technology
IDA	International Development Association
IFAD	International Fund for Agricultural Development
IMF	International Monetary Fund
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MOU	Memorandum of Understanding
NEC	National Emergency Council
NEEC	National Emergency Executive Committee
NEMO	National Emergency Management Organisation
NEOC	National Emergency Operations Centre
NGO	Non-Governmental Organisation
NPDM	National Policy on Disaster Management
OAS	Organisation of American States
OECS	Organisation of Eastern Caribbean States
OFDA	US Office of Disaster Assistance
PAHO	Pan American Health Organisation
SGD	St. Georges Declaration
SIDS	Small Island Developing States
SVG	Saint Vincent and the Grenadines
UKAID	UK Agency for International Development
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organisation
UNISDR	United Nations International Strategy for Disaster Reduction

# Foreword

The Saint Vincent and the Grenadines National Comprehensive Disaster Management (CDM) Policy Framework establishes the main objectives for disaster management and guides the development and implementation of the Policy Framework, legislation, strategy and plans that align with the Government's priorities to foster social and economic development.

The CDM Policy Framework is sufficiently inclusive and focused to facilitate the development of a CDM strategic management plan, monitoring and evaluation framework. CDM recognises the urgency to provide for effective management of the escalating diversity, intensity, frequency and scale of adverse hazard impacts which can affect the nation. In particular, the Policy Framework points out the effects of Climate Change and its long term potential to increase the risk of weather related disaster events.

The Policy Framework emphasizes preparedness on the part of Government, sectors, communities, stakeholders and individuals in targeted CDM activities and aims to strengthen the National Emergency Management Organisation (NEMO); establishing partnerships, networking and integrating CDM in the development process and strengthening the resilience of vulnerable communities to cope with the impact of hazards.

The Office of the Prime Minister and the Ministry of National Security, Air and Sea Port Development is committed to the coordination of the Saint Vincent and the Grenadines CDM programme within this Policy Framework in a proactive manner and at all levels.

This Policy Framework, if implemented fully, will provide for a visionary and informed Disaster Management system and support the National Emergency and Disaster Management Act #15, 2006 which provides the legal foundation for collaborative partnerships in the institutional participatory management of disasters, including mobilisation of the essential wide range of resources necessary for such management. Likewise, this Policy Framework provides for continuous research, monitoring and evaluation at all levels.

This Policy Framework has my absolute endorsement and should be the first point of reference for all involved in disaster management activities in Saint Vincent and the Grenadines.

.....  
Dr. the Honourable Ralph Gonsalves  
Prime Minister

# Acknowledgement

This Policy was developed with significant input from a number of persons at both the national and regional level.

Financing for the policy was provided by the Caribbean Disaster Emergency Management Agency (CDEMA) through the Comprehensive Disaster Management Harmonization Implementation Programme (CDM HIP) financed by Australian Aid, CIDA/DFATD; UKAID and the Organisation of Eastern Caribbean States (OECS). The Government and people of St. Vincent and the Grenadines are grateful for the continued support of these regional and international partners.

We wish to thank the consultants Ms. Sharleen DaBreo and Sheniah Armstrong from the BVI Department of Disaster Management for their guidance, facilitation and invaluable input into the development of this policy.

Three national level consultations took place during the development of this policy. These occurred on 18<sup>th</sup> December 2013, prior to the floods which caused significant impact to the nation; and 9<sup>th</sup> to 11<sup>th</sup> April, 2014. The contributions made by all ministries, departments, agencies, non-governmental organisations (NGOs), private sector organisations which participated were essential in finalising this Policy. In addition, the consultants drew content from well documented information contained in national level strategies, policies and reports prepared and used by a number of Ministries of Government, including the recently launched St. Vincent and the Grenadines National Economic and Social Development Plan 2013-2025.

Sincere appreciation must be given to the NEMO Secretariat Director, Mr. Howie Prince, Deputy Director, Michelle Forbes and staff for their guidance and overall input in the policy development process and for ensuring that arrangements were in place for the national level consultations and for providing important feedback on draft deliverables.

# PROLOGUE

---

**S**aint Vincent and the Grenadines (SVG) comprises 32 islands and cays, the largest being Saint Vincent, followed by Bequia, Mustique, Canouan and Union Island. The other Grenadine islands are becoming increasingly developed due to tourism related services and it is expected that this growth will continue.. The largest of the islands, Saint Vincent, is approximately 29 km north to south and 17.7 km wide on the east-west axis. It covers some 344 km<sup>2</sup>. In contrast, Bequia, the next largest island, covers 18 km<sup>2</sup>, with the remaining islands each covering 8 km<sup>2</sup> or less. All the major islands are of volcanic origin. Topography is typically deeply dissected with steep slopes tending toward island centres. The population of St. Vincent and the Grenadines is estimated at 109,991.<sup>1</sup>

Saint Vincent and the Grenadines, like most other countries in the region, is vulnerable to numerous hazards, both natural and man-made. These include hurricanes and other tropical systems, droughts, floods, landslides which are generally triggered by excessive rainfall; geological hazards including volcanic eruptions, earthquakes and tsunamis; human-induced disasters such as socio-economic, technological-industrial, biological epidemics, conflict, accidents and climate change.

The potential effects of climate change are recognised in the recently completed National Economic and Social Development Plan 2013-2025<sup>2</sup> and an overall goal is to mitigate the effects through several strategic interventions. Efforts have been made to mitigate climate change in the recent past with the adoption of the National Energy Policy, 2009, and the Energy Action Plan, 2010. Climate Change poses great risk to Saint Vincent and the Grenadines and the threats include more intense storms, drought, sea level rise, coastal erosion, changing weather pattern, warming air and sea temperatures, the emergence of new diseases and heat related conditions. For a country that is already at risk from numerous natural and man-made hazards, climate change is a compounding factor.

Although Saint Vincent and the Grenadines is located towards the southern edge of the Atlantic Hurricane Belt, it can expect impact from tropical systems in any given hurricane season. High winds and rainfall coupled with Saint Vincent's mountainous topography increase the potential for flooding, landslides and erosion. Additionally, storm surge and coastal erosion pose great risk to low-lying coastal areas, communities and critical infrastructure.

Since 1900, the country has been hit by eight named storms, Hurricane Hazel, a Category 1 storm passed some 38 km south of Saint Vincent in 1954. the strongest being Hurricane Allen (Category 4), which passed between Saint Lucia and Saint Vincent in 1980. The islands were also severely affected by storm surges from Hurricane Lenny in 1999, a Category 4 system. Hurricane Tomas in 2010 left a trail of destruction in Saint Vincent, particularly in the agricultural sector and across the remote northern parts of the island. Damage and losses from Tomas exceeded EC\$120 million. In April 2011, severe flash floods occurred in the same areas impacted by Tomas causing millions more in damage.

More recently, heavy rains associated with a trough system caused severe flash flooding and landslides in the north, north-eastern, north-western, western and south-western areas of Saint Vincent. Nine persons lost their lives and three are still unaccounted for. Close to 11,000 persons were affected by the rains and subsequent flooding. Numerous homes and some public buildings were

---

<sup>1</sup> St. Vincent and the Grenadines 2012 Population and Housing Census Preliminary Report

<sup>2</sup> St. Vincent and the Grenadines National Economic and Social Development Plan 2013-2025

damaged; critical infrastructure, including bridges and roadways, were severely damaged as a result of the rains and resulting flash flooding. A National Level 2 Disaster was declared as a result of the event. . Damage and losses from the event is estimated to be over EC\$330 million.<sup>3</sup>

Much of the islands' construction occurs on steep slopes often exceeding 45 degrees or in flood plains where flat land is available and construction is cheaper. Construction practices and prolonged rainfall coupled with topography and geomorphology promote slope destabilisation. Informal construction and improper road cuts are at greatest risk as they do not benefit from adequate design, quality control and engineering.

Saint Vincent and the Grenadines is volcanic territory. The only active volcano, La Soufriere, poses threats with shallow earthquakes and eruptions. Impacts are generally limited to Saint Vincent; however, potential ash fall can threaten neighbouring islands. The volcano has erupted five times in recorded history beginning with the eruption of 1712. In 1902, there was a large eruption that resulted in 1,500 deaths from a combination of volcanic forces including lahars and exposure to superheated gasses known as nueé ardente. The most recent eruption occurred in 1979 forcing 20,000 persons to be evacuated from the northern portion of the island.

Tsunami risk is generally associated with the potential effects of an eruption of the submarine volcano Kick-'em-Jenny located 100 km to the south off the coast of Grenada. The 1939 eruption reports indicate that a 2-meter/6-foot tsunami was generated. Given the proximity of the volcano to inhabited lands, should a tsunami be generated, travel times will be rapid and afford little opportunity for warning. Additionally, the country is exposed to low-to-moderate seismic risk (seismic zone 2 on a 0-4 scale)<sup>4</sup> based on its proximity to the convergent plate boundary of the Caribbean and South American plates.

Saint Vincent and the Grenadines is highly dependent on agriculture and tourism and both of these sectors are highly vulnerable to natural and man-made hazards. These two sectors are responsible for approximately 11 and 64 percent of the country's GDP, respectively. Any large impacts on these pivotal sectors will reverberate throughout the economy and the society for years and perhaps decades.

Over the years there has been a steady increase in economic and population growth and urbanisation. In 2004, according to World Bank Development Indicators, the Gross Domestic Product (GDP) was over US\$522 million. The latest numbers available indicate that in 2012 GDP was US\$712 million. GDP growth has ranged from 8% to -3% between 2004 and 2012, with 2006 experiencing the largest growth. The global economic downturn took its toll on the country and resulted in negative growth for the years 2009-2010 and no expansion of the economy in 2011. The population has grown from 108,562 in 2004 to an estimated 109,373 in 2012<sup>5</sup>. The Rapid Damage and Loss Assessment (DaLA) report, from the December flooding, indicates that 50% of the population now resides in urban areas.

Understanding that natural hazards can and do have negative economic impacts on small island developing states, the Government of Saint Vincent and the Grenadines is committed to further developing, maintaining and promoting a comprehensive disaster management system that

---

<sup>3</sup> Rapid Damage and Loss Assessment (DaLA) December 24-25, 2013 Floods: A report by the Government of Saint Vincent and the Grenadines, January 16, 2014

<sup>4</sup> SEOC (Structural Engineers Association of California) zone system. Zone 2 corresponds to a Z factor of 0.500 as defined under CUBiC 1985. Values obtained from Gibbs (1999), Appendix 1, Table 3.

<sup>5</sup> World Bank Development Indicators as of January 13, 2014. <http://databank.worldbank.org/data/views/reports/tableview.aspx>

incorporates risk management policies and strategies and ensures that there is continued productive capacity for its people. In order for such to take place there is a need for quality, reliable and scientific information to guide the process and to monitor and evaluate change. It is therefore essential that adequate monitoring and dissemination programmes are established within key sectors to monitor and address physical development, climate variability, energy consumption, hazard forecasting and geophysical hazard assessments in an effort to understand and address the different risks posed by hazards and the ways in which communities and economies can adapt to or prepare for these potential threats.

The Government will play a significant role in CDM through the convergence of efforts from agencies and institutions; however, the primary responsibility for this function rests with the citizens of this multi-island state. Additionally, the recently finalised National Economic and Social Development Plan 2013-2025 recognises the vulnerability of Saint Vincent and the Grenadines to hazards and has as an objective that specifies the enhancement of capability to effectively prepare, respond to and mitigate all disasters. Strategic intervention specified includes the establishment of a Comprehensive Disaster Management Plan<sup>6</sup>.

The main thrust of this Policy Framework is to ensure that CDM is an integral part of the national development process. The Policy Framework also recognises the critical importance of restoring and maintaining the quality and overall welfare and development of human beings in their environment. In cooperation with regional and international partners and with the support of public and private organizations and individuals living in Saint Vincent and the Grenadines, the Government undertakes to use all practical means and measures to foster and promote the general welfare of communities; and create and maintain conditions that promote harmony with nature while fulfilling the social, economic and other requirements of development.

The Policy Framework is expected to support the development of a national monitoring system aimed at tracking, monitoring and disseminating information on natural and manmade phenomena and activities that can trigger disaster events. It supports institutional level preparedness and response capacity at all levels and an increased commitment to strategies aimed at preventing disasters and mitigating their severity. The Policy Framework also seeks to integrate risk reduction strategies into existing and future national policies, programmes and plans. Significant emphasis will be placed on the strengthening of the institutional capacity of the National Emergency Management Organization (NEMO) and other planning and response type organizations to allow for improved leadership, management, awareness, advocacy, training and resourcing.

The expected outcome of this Policy Framework is to maintain an optimal state of readiness by ensuring that every organization/agency that has relevance to the national CDM programme is able to operate in harmony with each other at all phases of the disaster management cycle.

---

<sup>6</sup> St. Vincent and the Grenadines National Economic and Social Development Plan 2013-2025 - Chapter 6: Sectoral Objectives and Strategies, Section 6.4.9, p63.



# CONCEPTUAL POLICY FRAMEWORK

---

**D**isaster Management scenarios are becoming more complex and therefore requires a comprehensive and coordinated approach built on modern policies and legislation. These instruments support the integration of disaster management within the national sustainable development agenda. The Saint Vincent and the Grenadines Comprehensive Disaster Management Policy Framework shall provide the context for promoting and integrating comprehensive disaster management with development planning and programming. This approach ensures that the citizens of this multi island nation build capacities that enable them to minimize social and economic disruptions as a result of hazard impacts, which are fundamental to sustained productivity and socio-economic growth.

The Government is committed to a Policy Framework that:

- Provides a framework for harmonisation of sectoral and cross-sectoral Policy Framework objectives, principles and strategies.
- Supports the existing legal framework for CDM.
- Addresses institutional weaknesses and capacity gaps which hindered effective comprehensive disaster management mainstreaming within the sectors.
- Addresses capacity limitations at the community and national levels;
- Establishes a multi-sectoral approach to disaster management that allows for the integration of disaster risk reduction, gender equity, climate change adaptation, energy and information communication technologies themes in strategic planning.
- Promotes positive behavioural and attitudinal change towards CDM through sensitisation programmes and advocacy on disaster prevention and preparedness
- Establishes an effective monitoring and evaluation system and an effective information management system to facilitate collection, storage, analysis and dissemination of CDM information.
- Allows for mainstreaming disaster prevention/preparedness and management in school curricula and development programmes.
- Factors disaster scenarios into economic planning and programmes.
- Integration of a Social Work Disaster Perspective

## Legal and Organisational Framework

The **National Emergency and Disaster Management Act No. 15 of 2006, and the Emergency Powers Act No. 45 of 1970** form the legislative basis for disaster management activities within all levels of Government in Saint Vincent and the Grenadines. One of the key structures outlined in the National Emergency and Disaster Management Act is the establishment of the **National Emergency Management Organization (NEMO)**, which consists of the National Emergency Council, the National Emergency Executive Committee, NEMO Secretariat, the National Emergency Operations Centre and the District Disaster Management Committees.

**Figure 1** illustrates the organizational structure of NEMO.

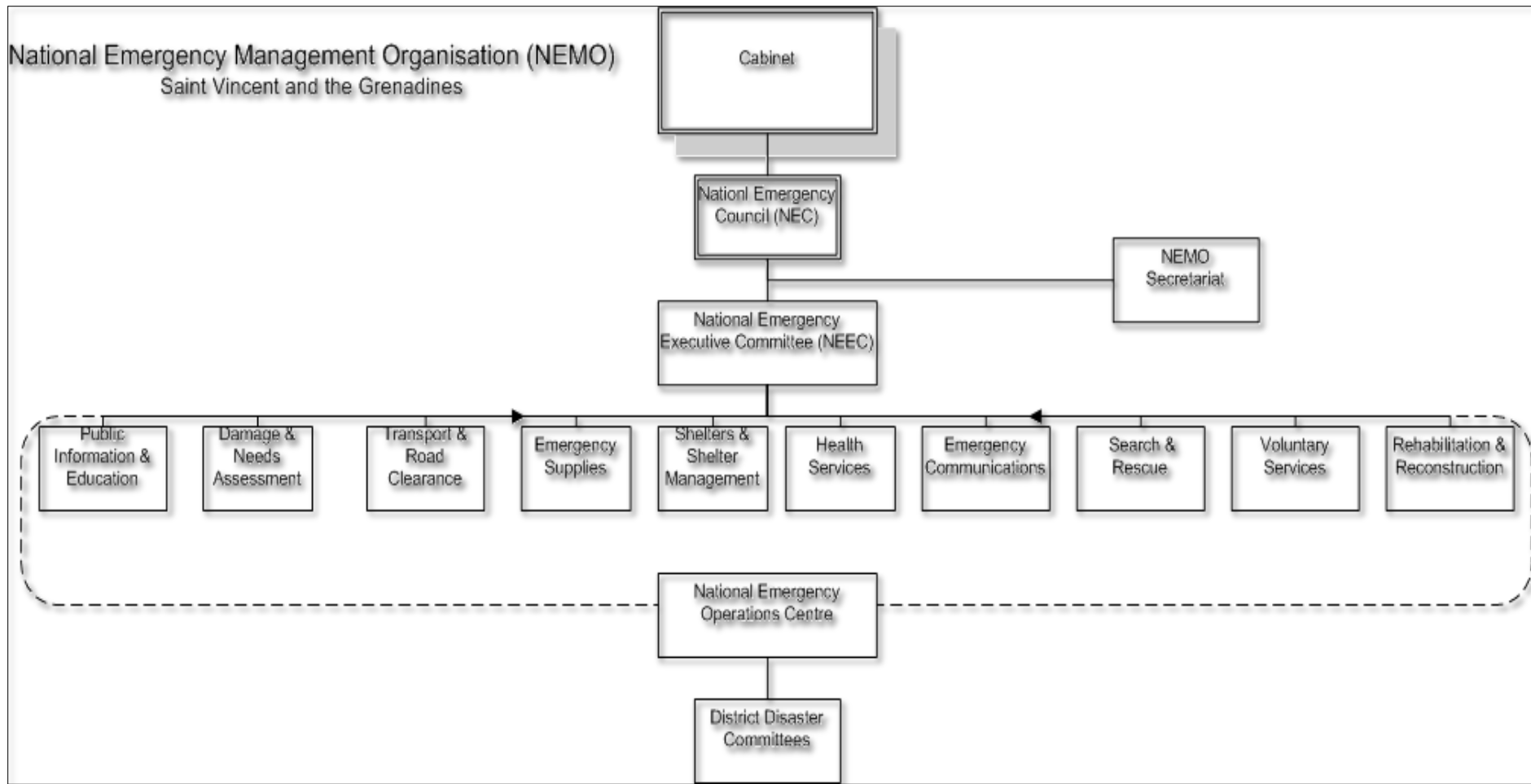


FIGURE 1

The Governor General, according to the constitution of Saint Vincent and the Grenadines, is responsible for declaring a state of emergency due to natural or other hazards.

The **National Emergency Council** is chaired by the Prime Minister and is composed of Ministers, permanent secretaries, district representatives and key ex-officio members from government agencies, corporations, businesses and non-governmental organizations. The council functions to coordinate the development of a national disaster Policy Framework and serves as the interagency focus during disaster events.

The **National Emergency Executive Committee** is responsible for developing a strategic Policy Framework and monitors its progress and provides the technical implementation supervision required on behalf of the national council.

**District Disaster Committees** function at the local level and operate to implement planning and disaster response operations in their respective districts. Additionally, local disaster committees have been organised to operate at the community levels. Disaster management activities are conducted in accordance with the National Disaster Response Plan (2005). This plan assigns planning, preparedness, and response activities to the various agencies and representatives and provides for the assignment of specific responsibilities among agencies during disaster response. Under the plan, response activities are managed by NEMO at the direction of the Prime Minister.

A **Director of the National Emergency Management Organization Secretariat** is to be appointed to provide the following:

- a. Serve as Secretary to the National Emergency Council.
- b. Provide advice to the Minister on matters relating to disaster management.
- c. Review and assess the various programmes and activities of the Government which have an impact on disaster management in the State, and make recommendations to the Minister on the effect, the activities and programmes that disaster management are likely to have.
- d. Develop and recommend to the Minister national policies to foster and promote disaster management in the state.
- e. In collaboration with departments of Government or other agencies, participate in programmes to conduct investigations, studies, surveys, research and analysis relating to ecological systems and environmental quality and document changes in the natural environment as they relate to the likelihood of the occurrence of disasters in the State.
- f. In collaboration with Departments of Government or other agencies, participate in programmes to analyse and interpret information for the purpose of determining whether such conditions and trends are interfering, or are likely to interfere, with the achievements of disaster management.
- g. In collaboration with departments of Government or other agencies, participate in programmes to prepare and review risk assessment maps of the State.
- h. Conduct programmes of public information and education on all aspects of the disaster management cycle.
- i. Liaise with persons and organizations inside and outside of the State for the purpose of exchanging information and facilitating the harmonisation of the policies of such persons and organizations with those of the Government relating to disaster management in the State.

- j. Provide technical advice to facilitate the development of regulations relating to disaster management in the State.

A **National Emergency Operating Centre** (NEOC) will be maintained to facilitate the congregation of subject matter experts from varying professional backgrounds and institutions to offer technical support and advice to assist community or national levels of response, and recovery. The NEOC is to function as the headquarters for activities undertaken in response to a disaster, and establishes and maintains supplementary Emergency Operations Centres (EOCs) or facilitates the establishment and maintenance of such supplementary Emergency Operations Centres, as necessary, whether distributed according to geographical location or otherwise, by public officers, Ministries and Government Departments, government agencies, and persons or organizations which volunteer or are required by law to perform functions related to the mitigation of, preparedness for, response to and recovery from emergencies and disasters in the State.

This Policy Framework enables the National Emergency Management Organization to maintain direct responsibility for establishing, managing and maintaining a National Emergency Operations Centre.

## **Conceptual Approach**

The Policy Framework supports a collaborative approach through multi-sectoral participation across professional disciplines - in the interest of the public - to provide safe and resilient communities by reducing disaster risk, adaptation to climate change and reduction in energy usage throughout the nation. This is to be achieved through the application of a combination of comprehensive disaster management and enabling environment and mainstreaming framework approaches where:

1. **A Comprehensive Disaster Management approach** -
  - a. facilitates the promotion of safe, resilient and sustainable communities and the incorporation of disaster management in development planning;
  - b. promotes the coordination and functions of diverse skills and disciplines; and
  - c. allows communities to undertake risk management activities.
2. **A Comprehensive Disaster Management Enabling Environment** –
  - a. provides a robust governance system with supporting institutional arrangements to facilitate the necessary coordination and monitoring of the CDM Approach;
  - b. promotes public sector, private sector and civil society partnerships in support of community initiatives in disaster risk reduction;
  - c. facilitates strategic partnerships between different levels of society and between national, regional and international levels; and
  - d. uses an ICT platform for knowledge sharing and information management.
3. **A Comprehensive Disaster Management Mainstreaming Setting** provides the necessary tools and methodologies for -
  - a. Analysing the hazards of a place together with risks to exposed elements; and
  - b. Using the results of risk assessments to enhance the design and prioritisation of interventions intended to reduce risks and vulnerabilities of exposed populations and property.

4. A Comprehensive Social Work Disaster Approach that facilitates participation in and advocates for programs that supports

- a. Prevention or mitigation of the adverse consequences of disaster and effective preparation for disaster by individuals, families, social networks, neighbourhoods, schools, organisations and communities, especially where vulnerable populations are concentrated.
- b. Enhancement of the efficiency, effectiveness, orchestration, and responsiveness of disaster relief and recovery efforts to prevent the second disaster phenomenon that magnifies the trauma of the initial catastrophe
- c. The provision of mental health and social services to survivors in a context of normalization and empowerment, with sensitivity to the phases of disaster recovery and with understanding of the unique cultural features of the affected community and its population
- d. Attention to the protracted recovery phase of disasters that leaves substantial numbers of people without resources, without resolution of their losses, and with little opportunities to restore their pre-disaster quality of life
- ~~b-e.~~ The development of rigorous disaster research, especially intervention effectiveness research

This Policy Framework supports and builds on the following **Guiding Principles**:

1. Comprehensive Disaster Management will be planned across all phases – prevention, preparedness, response and recovery.
2. The Policy Framework will be implemented within the framework of amended and existing legislation, plans and procedures and recognises the need to embrace new approaches to disaster risk reduction, climate change and energy.
3. This Policy Framework may not require renegotiation or amendments to existing strategic partnerships which the National Emergency Management Organization has with public and private sector agencies or other civil society organisations at the national, regional or international levels.
4. The Government of Saint Vincent and the Grenadines Cabinet, House of Parliament and other key stakeholders endorses the Policy Framework.
5. New funding requirements may result from the Policy Framework, and reallocations of existing sectoral budgets will be considered together with new funding sources.
6. The Policy Framework contributes to the Government of Saint Vincent and the Grenadines priority and directives contained in the National Social and Development Plan in areas related to comprehensive disaster management for climate change adaptation and energy conservation through the use of sound planning based on a multi-disciplinary and multi-sectoral approach.
7. The Policy Framework supports the integration of CDM into relevant sectors and recognises that community participation is essential to achieving the objectives of the Policy Framework.
8. The Policy Framework integrates human rights in comprehensive disaster management by way of avoiding all forms of discrimination and dehumanization.
9. The Policy Framework acknowledges that disasters transcend international borders and therefore the Government of Saint Vincent and the Grenadines will continue to subscribe to regional and international bodies related to disaster risk reduction, disaster mitigation, disaster resilience, climate change adaptation and energy.
10. The Policy Framework has a cost neutral impact on households.

## **Governance**

Saint Vincent and the Grenadines National Comprehensive Disaster Management Policy Framework is to be based on initiatives taking place nationally, regionally and internationally. The Policy Framework seeks to ensure the advancement of community and vulnerable groups towards the development and maintenance of sustainable livelihoods; and the strengthening of existing organisational and institutional structures that support risk and vulnerability reduction. The underlying basis for establishing the Policy Framework is to ensure that initiatives are guided by strong governance and accountability and to promote integrated, Government-wide solutions to complex development issues. The Policy Framework supports the new thinking towards safety, community resilience and sustainability. The Policy Framework will seek to

- Strengthen governance, accountability and transparency of Government by establishing strategic priorities to guide the application of resources and reporting on achievements of priorities and outcomes;
- Offer guidance to all levels of Government to apply effective governance and commitment to continuous improvements of policies, programmes, practices and service delivery to improve community safety, resilience and sustainability; and
- Promote a transparent, systematic and consistent approach to Comprehensive Disaster Management.

## **Stakeholders**

In order to fully implement a programme of comprehensive disaster management, the Government of Saint Vincent and the Grenadines recognises the need to engage those who contribute to risks and those who are responsible for mitigating risks, building community resilience and engaging those who support the recovery efforts necessary after hazard impacts.

All citizens, service and relief organisations, non-governmental groups and all sectors of the government will be involved in the CDM programme. The following ministries and units contained within will be of critical importance to the programme:

- Ministry of Finance and Economic Planning
- Ministry of National Security, Air and Sea Port Development
- Ministry of National Mobilisation, Social Development, Family, Gender Affairs, Persons with Disabilities and Youth
- Ministry of Education
- Ministry of Agriculture, Industry, Forestry, Fisheries and Rural Transformation
- Ministry of Transport, Works, Urban Development and Local Government
- Ministry of Health, Wellness and the Environment
- Ministry of Housing, Informal Human Settlements, Land and Surveys and Physical Planning
- Ministry of Tourism, Sports and Culture
- Ministry of Legal Affairs
- Ministry of National Reconciliation, Information, Labour and Public Service
- Ministry of Foreign Affairs, ICT, Trade and Commerce

The CDM programme will contribute to safety, resilience and sustainable development through effective, integrated planning, management and monitoring. The Policy Framework therefore:

- Acknowledges the need to maintain close relations with regional and international agencies
- Recognises the commitment of stakeholders and the need for cooperation across all sectors of the society
- Emphasises building and maintaining relationships, trust, teamwork, consultative decision making and shared responsibility among stakeholders.

### **Safety, Resiliency and Sustainable Development**

Lessons learned from past hazard impacts as well as events affecting different parts of the world continue to reinforce the importance of ensuring that communities are safe and resilient and programmes are contributing to sustainable development practices. The Policy Framework:

- Represents a key component of Saint Vincent and the Grenadines CDM Programme
- Promotes safety, resilience, environmental and economic sustainability through a comprehensive and gender based approach to disaster management.
- Promotes safe, resilient and sustainable community actions that incorporate best practices and lessons learned.

## RATIONALE AND PURPOSE

---

Critical to the Policy Framework's success are Comprehensive Disaster Management Legislation, Strategy Framework, monitoring and evaluation system and, along with political commitment and continued community engagement. The Policy Framework outlines the basis for perpetuating a safe, resilient and sustainable society in Saint Vincent and the Grenadines and provides a strategic benchmark against which reporting and evaluation of outcomes can be undertaken. The Government is cognizant that:

- I. There must be a long-term, programmatic, and whole-of government approach and Government shall continue to play the lead role in strategic planning and CDM. This can be achieved through participatory partnerships between itself and Non-Governmental Organisations (NGOs), Community Based Organisations (CBOs), international agencies, academic and research institutions, development partners and other bodies engaged in disaster risk reduction and comprehensive disaster management.
- II. The appropriate approach for the Policy Framework must combine the community (bottom-up) and the national (top-down) levels.
- III. Knowledge management and institutional support and capacity are required.
- IV. Up to date and enforceable legal and strategic frameworks must exist.
- V. Political will and commitment is required.
- VI. Financial resources must be provided for critical aspects of the Comprehensive Disaster Management process and the institutional strengthening of NEMO.
- VII. Public education, awareness and environmental literacy must be incorporated into every initiative.
- VIII. A fully operational early warning and CDM information system that triggers rapid and timely response and provides monitoring and evaluation of baseline data for assessment, profiling and trend analysis must be in place.
- IX. Appropriate consideration must be given to pertinent cross cutting issues such as gender, debriefing for different populations, climate change, energy, environment, information and communication technology (ICT) and informal settlements.
- X. Natural resource protection and land use practices must be robust and demonstrate cognizance of hazards, both natural and man-made, and must be enforced.



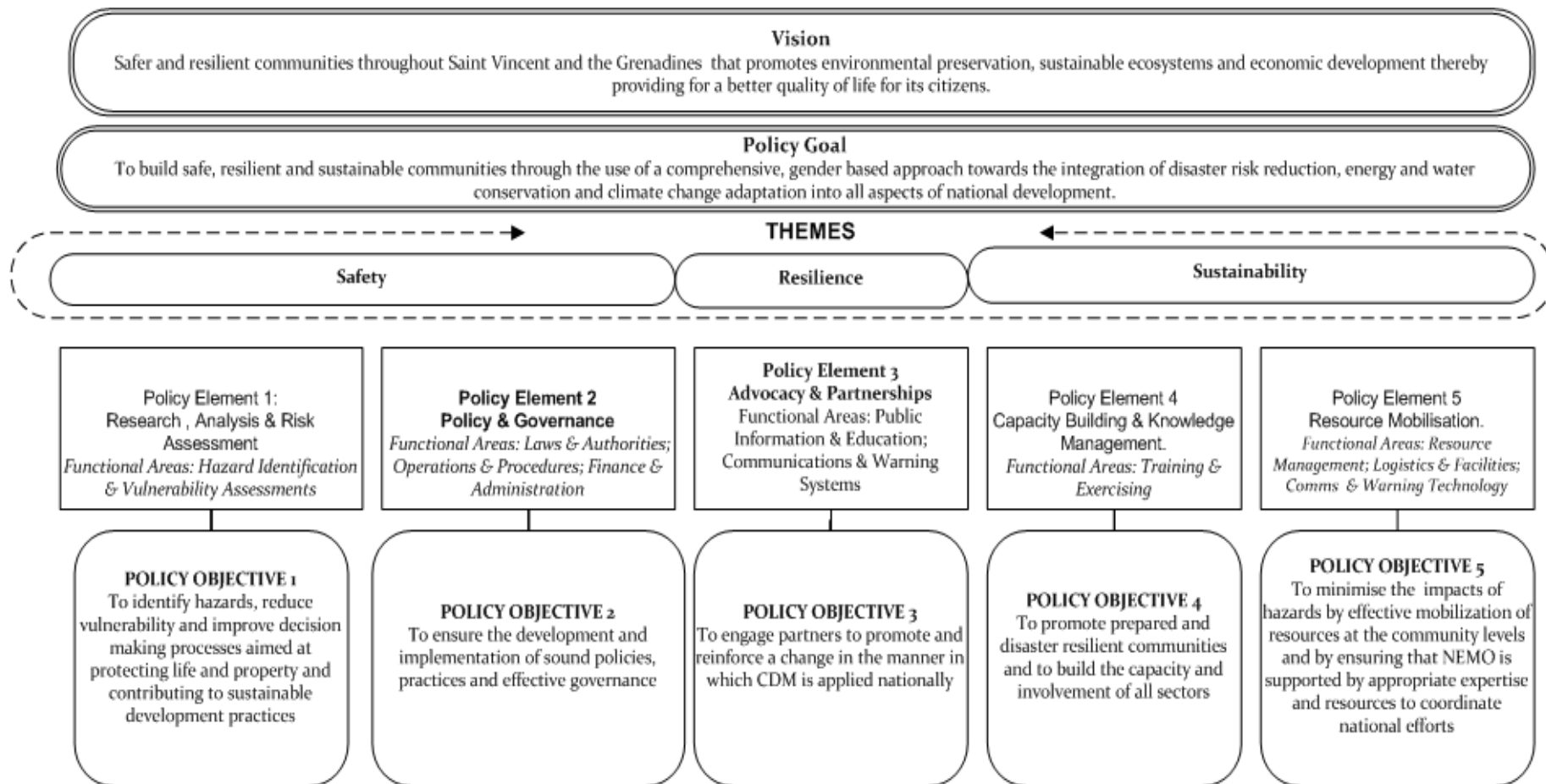


FIGURE 2

## Vision

The **vision** for the National Comprehensive Disaster Management Policy Framework is:

**Safer and resilient Communities throughout Saint Vincent and the Grenadines that promotes environmental preservation, sustainable ecosystems and economic development thereby providing for a better quality of life for its citizens.**

## Goal

The **Policy Framework Goal** is:

**To build a safe, resilient and sustainable society through the use of a comprehensive, gender based approach towards the integration of disaster risk reduction, energy and water conservation and climate change adaptation into all aspects of national development**

## Policy Framework Elements

The National Comprehensive Disaster Policy Framework is based on five (5) elements, which outline how the national comprehensive disaster management programme will be applied. The elements are consistent with regional and international best practices on disaster management. The elements are as follows:

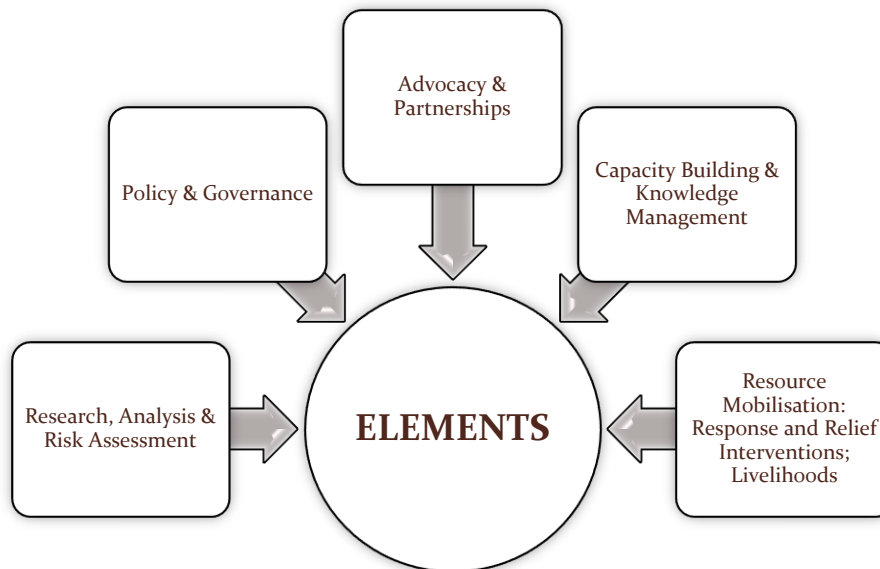


FIGURE 3

- **Research, Analysis & Risk Assessment**
  - **Policy Framework Objective:** To identify hazards, reduce vulnerability and improve decision making processes aimed at protecting life and property and contributing to sustainable development practices.
  - **Strategies:**
    - Identify, support and resource research and analysis priorities
    - Establish a national data repository that is accessible by stakeholders
    - Use evidence based methodology to measure, monitor and improve stakeholder engagement.
    - Develop and share risk maps and reports that identify vulnerabilities, social and economic risks and provide the basis for CDM initiatives.
    - Develop community profiles to be used to guide mitigation measures.
    - Ensure that outcomes of assessments are transparent and clearly articulated.
    - Assist vulnerable communities, including cultural and indigenous communities to implement CDM processes
    - Include the impact of disaster risk reduction, climate change and energy in development planning, built environment and infrastructural design
  - **Key Performance Indicators:**
    - National Data repository is operational.
    - Research tools are used in the development of strategies and programmes.
    - Research outcomes inform policies and practices.
    - Risk Assessments are validated, complete and relevant.
    - Risk Assessments inform development practices.
    - CDM priorities are determined by evidence of risk assessments.
    - CDM strategies reduce infrastructure and environmental damage.
  
- **Policy Framework and Governance**
  - **Policy Framework Objective:** To ensure the development and implementation of sound policies, practices and effective governance
  - **Strategies:**
    - Implement effective governance through sound performance management, reporting and a focus on continuous improvement
    - Ensure consistent application and enforcement of legislation, regulations and supporting policies.
    - Establish formal agreements with regional and international institutions
    - Monitor and evaluate arrangements to develop clear accountability, by defined roles and responsibilities at all levels.
    - Improve communication flow process and develop media and community engagement arrangements.
    - Integrate DRR, Energy and climate change adaptation (CCA) initiatives into strategic plans used by all sectors.
    - Ensure clear and transparent decision making through collaboration, cooperation and communication.
    - Conduct assessments of programmes to determine return on investment.
  - **Key Performance Indicators:**
    - Legislative requirements are supported by plans and guidelines

- Roles and responsibilities are clearly defined
  - Performance evaluation results in improvements to the national CDM programme.
  - Formal partnerships established with institutions
  - Strategies result in reduced financial and social costs to communities over time
- **Advocacy and Partnerships**
  - **Policy Framework Objective:** To engage partners to promote and reinforce a change in the manner in which CDM is applied nationally
  - **Strategies:**
    - Share knowledge and innovative solutions to build resilience and self-reliance
    - Implement Policy Framework monitoring and evaluation system
    - Promote dialogue with communities to keep them fully aware of the successes and challenges
    - Maintain strong relationships with regional and international partners and institutions to deliver effective, immediate and on-going support to the emotional, social and physical well-being of communities affected by hazard impacts
    - Utilise campaigns to achieve the Policy Framework changes required
    - Build advocacy capacity of key stakeholder groups through well-established partnerships
    - Utilise a demonstrator approach to project implementation
    - Support capacity building in leadership and strategic management
    - Maintain a log of strategies and best practices that work well and can be replicated
  - **Key Performance Indicators:**
    - Relief and recovery support is available to satisfy community needs
    - Public awareness is increased.
    - Public involvement is increased.
    - Desired behaviours are achieved.
    - Formal partnership agreements are in place.
    - Best practices are documented.
    - Best practices are shared.
- **Capacity Building and Knowledge Management**
  - **Policy Framework Objective:** To ensure prepared and disaster resilient communities and to build the capacity and involvement of all sectors
  - **Strategies**
    - Ensure effective operational capacities exist in critical agencies.
    - Capture lessons learned.
    - Include guidelines to allow assessing and addressing of gender issues.
    - Develop knowledge and expertise within the membership of NEMO.
    - Ensure alignment of all national level plans and testing of these plans and procedures.
    - Enhance the understanding of and planning for hazard impact events.
    - Drive behavioural and social change through community empowerment through education and awareness initiatives.

- Enhance community volunteer capability and community networks.
  - Ensure appropriate resources for communities.
  - Promote sound business continuity practices.
  - Translate knowledge into practice through plan and procedural reviews and development.
- **Key Performance Indicators**
  - Plans are in place within all sectors.
  - Annual testing of effectiveness of plans is carried out.
  - Evidence of an increased level of individual awareness.
  - Evidence of an increased level of community resilience.
  - Evidence of an increased level of agency preparedness.
  - Knowledge management framework is implemented to capture lessons identified.
  - Competency standards are in place to monitor and evaluate capacity building initiatives
- **Resource Mobilisation: Response and Relief Interventions; livelihoods**
  - **Policy Framework Objective:** To minimise the impacts of hazards by effective mobilisation of resources at the community levels and by ensuring that NEMO is supported by appropriate expertise and resources to coordinate national efforts
  - **Strategies:**
    - Implement an Incident Management system that enables effective coordination and resource mobilisation.
    - Ensure a coordinated approach exists at all levels through clearly defined roles and responsibilities.
    - Develop and implement an effective communications strategy that enhances public warning and information.
    - Implement interoperability of information and communications system .
    - Implement consistent standard operating procedures and other mobilization tools for the management of the NEOC.
    - Ensure readiness of personnel and equipment.
    - Utilise Information and Communication Technology (ICT) to support operational efficiency and effectiveness.
    - Improve understanding and resource allocation through awareness and education.
    - Scale and deploy resources depending on the magnitude of impact.
  - **Key Performance Indicators**
    - Hazard impacts are responded to in a timely and effective manner.
    - Critical resources are available to respond to hazard impacts.
    - Mass warning and notification is clear and concise and able to reach targeted communities throughout Saint Vincent and the Grenadines.
    - ICT is utilised to boost efficiency in operations

The elements listed above will be adhered to in keeping with the conditions as specified below:

1. Disaster response interventions will be based on early warning systems facts and credible information which is disseminated in a timely manner.
2. The right to receive relief will be enjoyed by all citizens regardless of race, political affiliation, gender, religion or geographical considerations.

3. The provision of assistance will be based on a thorough post disaster need assessment of the affected populations or their available local capacities to meet those needs.
4. Culture and customs of those affected will be respected during the provision of assistance.
5. Disaster assistance will strive to maintain health and wellness and reduce future vulnerabilities as well as meet basic needs.
6. Communities will be involved in the design, planning, implementation, monitoring and evaluation of interventions meant to benefit them.
7. Stakeholders will recognise the need for gender equality and ensure equity in participation and in sharing benefits across all segments of affected populations.
8. Negative impacts to the environment will be avoided or minimised to foster sustainability of the physical and natural environment.

## **Policy Framework Implementation Agencies and Structures**

The Policy Framework adopts multiple approaches to ensure that comprehensive disaster management is a national priority with strong involvement of all auxiliaries, key stakeholders and the victims of disaster. A Results-based Management approach is to be utilised to ensure that effective steps for disaster management no longer remains an optional discretionary initiative pursued on an ad hoc basis, but rather, a collective national responsibility.

The National Emergency and Disaster Management Act No. 15 of 2006 provides a legal context for the Policy Framework; and incorporates a comprehensive approach to disaster management which will enable and empower institutional structures and agencies to bring greater awareness to vulnerable communities and groups.

- **Supporting Agencies shall include of :**
  - I. Non-Governmental Organisations
  - II. Civil Society Organisations
  - III. Faith Based Organisations
  - IV. Voluntary Organisations
  - V. Government Agencies
  - VI. Private Sector Agencies
  - VII. Media Companies
  - VIII. Regional and International Aid Agencies
  - IX. Research Institutions
  - X. Communities
  - XI. Caribbean Regional Response Mechanisms
  - XII. Development Partners
  - XIII. Donor Groups
  - XIV. Other volunteers regulated by NEMO
  - XIV, XV. Social Worker's Association

- **Executive Responsibility**

The Policy Framework provides clarification of the responsibilities of the Prime Minister and Ministers of Government in matters related to comprehensive disaster management wherein the following are agreed, and accepted as standard practice:

- o **The Prime Minister** who is the minister of National Security, Air and Sea Port Development is tasked with responsibility for mitigation and preparedness activities

with support from the NEMO Secretariat and the National Comprehensive Disaster Management Programme. He/she serves as Chairman of the National Emergency Council (NEC) and is to be primarily responsible for response and recovery activities.

- **Ministers of Government** are to be tasked with providing support to the Prime Minister and Minister of National Security, Air and Sea Port Development in all matters related to disaster preparedness, mitigation, response and recovery through the work of their respective ministerial portfolios.
- **Other elected officials** are to be tasked with providing support to the Prime Minister and Minister of National Security, Air and Sea Port Development in all matters related to disaster preparedness, mitigation, response and recovery through the work of their respective electoral zones, districts, communities and any other category over which they exercise authority.
- **Permanent Secretaries, Department Heads and Deputies** are to be responsible for:
  - Ensuring that their department adheres to this policy and to its supporting directive and standard.
  - Establishing that there is a standardised, and neutral programme and project evaluation functions within their respective Ministries and/departments.
  - Ensuring departmental work programmes and plans are aligned with and support the national CDM Policy Framework.
  - Ensuring that evaluation coverage requirements to the NEC and NEEC are met and reflected in the departmental plans and reports with guidance provided by the NEMO Secretariat
  - Ensuring that on-going performance measurement is implemented throughout the Ministries and/departments so to facilitate the availability of sufficient performance information to effectively support the evaluation of programmes and projects, and required reporting to the NEC and NEEC.
- **National Emergency Executive Committee** is tasked with monitoring the operation of all sub-committees; and implementing the plans and policies of the National Emergency Council. The committee shall report to the National Emergency Council on the performance of its functions.

Civil society and organisations shall provide support to NEMO secretariat as needed.

## **Financing Options**

Inadequate financial and human resources undermine the effective and continuing operations of disaster management, especially during critical periods of emergencies. The Policy Framework therefore recommends the development of a strategy for resource mobilisation by supporting and sustaining a national disaster management fund, comprising of annual allocations from the national budget and donor funding to support the Policy Framework's strategic initiatives. Financing options should include:

- **National Disaster Management Fund**: This funding mechanism is in line with the recommendations of the Hyogo Framework for Action which urges countries to consider

setting aside a percentage of development budgets for mitigation funds to support priority hazard-resistant or vulnerability-reducing projects within on-going development projects.

- **National Budget:** An annual operating budget should be allocated to NEMO to support the execution and implementation of disaster management activities.
- **Donor Funds:** Other options include engaging NGOs, regional and sub-regional organisations and United Nations agencies to fund specific areas of interest in the disaster management work plan. A mechanism to ensure compliance with donor requirements and procedures shall be established.
- **Community Partnerships:** Provides residents with an opportunity to facilitate risk reduction efforts in their communities by using materials provided and undertaking the necessary labour at no cost
- **Local Engagements:** Allows stakeholders to solicit the assistance of local companies to support the work of the Policy Framework and Strategy.



## SUSTAINABILITY

---

**K**ey to achieving the goals of this Policy Framework is the development of a national Comprehensive Disaster Management Strategy that is supported by a robust Monitoring and Evaluation framework.

The Disaster Management Act will dictate the frequency of and causes warranting a review of this Policy Framework. The National Emergency Disaster Management Act #15 of 2006 stipulates the following:

- The Director of NEMO Secretariat is to prepare an annual report at the end of each calendar year on the exercise of the functions of NEMO and NEMO Secretariat for the approval of the Minister. The report is to include a Disaster Management Policy Framework review related to disaster management in the State.
- The report is to be approved by the Minister and once approved, laid before the House of Parliament no later than three months after its approval by the Minister.
- The Director is to consult with the National Emergency Council in preparing the Policy Framework review.

### **Monitoring & Evaluation Processes**

Evaluation of this Policy Framework is to include the analysis and exposition of the characteristics of the particular hazard impacts; and critical assessments on whether the provisions within the Policy Framework, CDM Strategy and national CDM programme produces the desired and expected results. The evaluated data will generate knowledge, which is to be used to contribute to strategic planning, contingency planning and physical development planning for the State aligned to the CDM approach.

Further to an annual review process, this Policy Framework recommends that annual progress reports be sent to Cabinet for information and guidance; and to ensure consistency with the initiatives of a national CDM Strategy. This Policy Framework also recommends that, at the end of a strategic period, an independent and unbiased evaluation of the Policy Framework and accompanying Strategy are to be undertaken to document successes and challenges; and to guide in the development of revised policies, strategies and programmes surrounding comprehensive disaster management in the State.

This Policy makes provision for the systematic analysis of monitored data in order to expose salient characteristics, facilitate interpretation and enhance the application of those characteristics; thereby promoting sustainable comprehensive disaster management. This process will provide opportunities for reliable forecasting and realistic reorganisation of plans and operations to improve the national CDM programme.

Monitoring is to include routine observations of policy elements to create a comprehensive and reliable base of evaluation evidence, which is to be used to support policy and programme improvement, expenditure management, **Cabinet decision making, and public reporting.** Monitoring will serve to promote a better understanding of the impact on life systems, livelihoods, socio-

economic status, infrastructure, environment, and resource base. It will facilitate informed forecasts and a prepared nation.

The Policy Elements' key performance indicators are to be measured, monitored, evaluated and reported annually to Cabinet and the House of Assembly as part of the progress of the Policy Framework. The indicators are to be linked to a national level Comprehensive Disaster Management Strategy which supports:

- Measurement of outcomes contained in the strategy.
- Establishment of benchmarks.
- Measuring the effectiveness of the Policy Framework, strategies and programmes and which will inform Policy Framework development
- Measurement of resources to ensure sustainable transparency, accountability and professionalism.
- Identification of provisions for capacity building to promote professional/technical efficiency at all levels.
- Measurement of the level of compliance with international/regional conventions, agreements and treaties.
- Monitoring and evaluation of relief goods and supplies to ensure urgent, timely and efficient distribution.
- Monitoring and evaluation of an effective network of communication channels to ensure productive communication among all partners and levels of CDM.
- Monitoring information sharing, and operational responsibilities.
- Monitoring and evaluating hazards, climate change and other cross cutting issues.
- Monitoring and evaluating CDM research, education, training and capacity building
- Identification of agency accountability and responsibility for each performance indicator.
- Identification of opportunities for improvement that lead to enhancement of the national CDM arrangements.

The successful implementation of this Policy Framework will require the allocation of resources. It is imperative that justification for these resources, supported by the positive results and impacts of the national CDM Programme, is provided. The Policy Framework is a dynamic document and will be reviewed and evaluated annually to ensure consistency with national development initiatives, Government priorities and CDM strategies.

#### **Government of Saint Vincent and the Grenadines Authorisation**

This Policy Framework is issued under Cabinet decision No. \_\_\_\_\_ Dated \_\_\_\_\_.

## GLOSSARY

---

*These definitions originate from the United Nations International Strategy for Disaster Risk Reduction (UNISDR) standard terminologies on disaster risk reduction. Other authors and organisations sometimes use variations of these definitions.*

1. **CAPACITY** - The combination of all the strengths, attributes and resources available within a community, society or organisation that can be used to achieve agreed goals.
2. **CLIMATE CHANGE** - The climate of a place or region is changed if over an extended period (typically decades or longer) there is a statistically significant change in measurements of either the mean state or variability of the climate for that place or region. Changes in climate may be due to natural processes or to persistent anthropogenic changes in atmosphere or in land use. Note that the definition of climate change used in the United Nations Framework Convention on Climate Change is more restricted, as it includes only those changes which are attributable directly or indirectly to human activity.
3. **COMMUNITY** - A political or social entity which has a formal or socially recognised authority to adopt and enforce laws and ordinances for the area under its jurisdiction. In most cases, the community is an incorporated town, city, township, village, or unincorporated area of a county. However, each State defines its own political subdivisions and forms of government.
4. **COMPREHENSIVE DISASTER MANAGEMENT** - Comprehensive Disaster Management which includes attention to all phases of the Disaster Management Cycle – prevention, mitigation, preparedness and response, recovery and rehabilitation (CDERA). It includes emphasis on reducing risk. This nomenclature is the term that reflects the global trend in the discipline for increased focus on risk management and the intense desire among disaster management Stakeholders in the Caribbean to accelerate initiatives promoting disaster loss reduction.
5. **DAMAGE ASSESSMENT** - The process used to appraise or determine the number of injuries and deaths, damage to public and private property, and the status of key facilities and services such as hospitals and other health care facilities, fire and police stations, communications networks, water and sanitation systems, utilities, and transportation networks resulting from a man-made or natural disaster.
6. **DEVELOPMENT** - The cumulative and lasting increase, tied to social changes, in the quantity and quality of a community's goods, services and resources, with the purpose of maintaining and improving the security and quality of human life.
7. **DISASTER** - A natural or human-caused event which causes intense negative impacts on people, goods, services and/or the environment exceeding the affected community's capability to respond.

8. **DISASTER MANAGEMENT** - A collective term encompassing all aspects of planning for and responding to disasters, including, pre and post-disaster activities. It refers to both the risk and consequences of a disaster.
9. **DISASTER RISK MANAGEMENT** - The systematic process of using administrative directives, organisations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.
10. **DISASTER RISK REDUCTION** - The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events
11. **DROUGHT** - "A period of abnormally dry weather sufficiently prolonged for the lack of water to cause serious hydrologic imbalance in the affected area.
12. **EARLY WARNING** - The provision of timely and effective information, through identified institutions, that allows individuals exposed to a hazard to take action to avoid or reduce their risk and prepare for effective response. Early warning systems include a chain of concerns, namely: understanding and mapping the hazard; monitoring and forecasting impending events; processing and disseminating understandable warnings to political authorities and the population, and undertaking appropriate and timely actions in response to the warnings.
13. **EARTHQUAKE** - Sudden break within the upper layers of the earth, sometimes breaking the surface, resulting in the vibration of the ground, which when strong enough, will cause the collapse of buildings and destruction of life and property. There are two scales for measuring the impact of an earthquake; the Richter scale and the Mercalli scale.
14. **EMERGENCY** - Situation generated by real or imminent occurrence of an event, requiring immediate attention.
15. **EMERGENCY MANAGEMENT** - The organisation and management of resources and responsibilities for addressing all aspects of emergencies, in particular preparedness, response and initial recovery steps.
16. **EMERGENCY SERVICES** - The set of specialised agencies that have specific responsibilities and objectives in serving and protecting people and property in emergency situations.
17. **EVALUATION** - Evaluation goes hand in hand with research using monitored data on hazards and disaster occurrences.
18. **FAMINE** - a widespread scarcity of food, caused by factors including crop failure, population imbalance, or government policies. This phenomenon is usually accompanied or followed by regional malnutrition, starvation, epidemic, and increased mortality.
19. **FLOOD** - A significant rise of water level in a stream, lake, reservoir or a coastal region, a flood is harmful inundation of property and land utilised by man and may be of two types.

**Slow flood** – An increase in the volume of water produced by rain in rivers and lakes over a long period, days or weeks, mainly affecting property such as houses and cattle, and displacing the inhabitants from their usual dwelling places.

**Flash flood** – A sudden and extreme volume of water that flows rapidly causing deaths, injuries and violent destruction of property and inundation, and because of its nature is difficult to forecast

20. **HAZARD** - The potential for a natural or man-caused event to occur with negative consequences.
21. **HURRICANE/CYCLONE** - A large-scale closed circulation system in the atmosphere with low barometric pressure and strong winds that rotate counter clockwise in the southern hemisphere. Hurricanes are large atmospheric vortices with winds of more than 74 mph; they develop in the Doldrums of the tropics and move in an often-erratic way towards higher latitudes.
22. **INJURED** - People with physical injuries/trauma/illness requiring medical treatment (therapeutic feeding included) as a direct result of a disaster. Comments: This category will include the severely malnourished as well as victims of radiation exposure and chemical intoxication. The injured are always part of the primary affected population.
23. **LIVELIHOODS** - Means of support or subsistence.
24. **MITIGATION** - Measures taken to reduce the loss of life, livelihood and property by disasters, either by reducing vulnerability or by modifying the hazard, where possible.
25. **MONITORING** - CDM monitoring refers to the process of systematic and continual observation and recording of data and occurrences of hazards and disaster, on management initiatives (planned or otherwise).
26. **NATURAL DISASTERS** - Events of natural causes that result in a disaster. Examples are: hurricanes, tropical storms, floods, erosion, landslides, earthquakes, tidal surges/tsunami and volcanoes
27. **POPULATION AT RISK** - Population whose life, property and livelihood are directly threatened by a hazard.
28. **PREVENTION** - Measures taken for the purpose of preventing natural or man-caused phenomena from causing or giving rise to disasters or other emergency situations.
29. **RECOVERY** - The medium and long-term repair of physical, social and economic damage and the return of affected structures to a condition equal to or better than before the disaster.
30. **REHABILITATION (Community)** - The restoration of basic services and the beginning of the repair of physical, social and economic damages.

31. **REHABILITATION (Individuals)** - The process of restoring victims to normal life through education, therapy and assistance.
32. **RESILIENCE** - The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions
33. **RESPONSE** - Actions carried out in a disaster situation with the objective to save lives, alleviate suffering and reduce economic losses.
34. **RISK ASSESSMENT** - Determining the probability that a disaster will occur.
35. **RISK** - The probability that a disaster will occur given the hazard and vulnerability.
36. **SHELTER** - A facility set up to provide temporary housing for persons unable to continue their living arrangement in separate family units. LONG TERM – used for a longer period of time as temporary housing; SHORT TERM – occupied for no more than 72 hours.
37. **SHELTER MANAGER** - A staff manager assigned overall responsibility for managing a shelter utilizing available resources.
38. **SHELTEREE** - A person, who as a result of an emergency situation requires temporary shelter.
39. **STORM SURGE** - A sudden rise of sea as a result of high winds and low atmospheric pressure; sometimes called a storm tide, storm wave or tidal wave (this name indicates waves caused by the tidal action of the moon and the sun in the same way as regular ocean tides. It is often erroneously given to tsunamis). Generally affects only coastal areas but may intrude some distance inland.
40. **SUSTAINABLE LIVELIHOODS**–Practices capable of coping and recovering from the impacts of hazards but that will not undermine the natural resource base.
41. **SUSTAINABLE COMMUNITIES**–Communities where citizens and government recognise the value of natural resources and make valid and ongoing efforts to align development in all sectors with reducing impacts on the local environment.
42. **TARGET** - The groups of people to whom relief services and supplies are provided.
43. **TSUNAMI** - Series of large sea waves generated by sudden displacement of sea water (caused by earthquake, volcanic eruption or submarine landslide); capable of propagation over large distance.
44. **VICTIM** - A person who has suffered great harm to his/her physical or psychic integrity, goods and/or individual and collective services.
45. **VULNERABILITY ANALYSIS** - The process through which the values at risk and/or the susceptibility level of elements exposed to specific hazards is determined.

46. **VULNERABILITY** - The extent to which a community's structure, services or environment is likely to be damaged or disrupted by the impact of a hazard.

## REFERENCES

---

Government of St. Vincent and the Grenadines, National Economic and Social Development Plan 2013-2025.

Caribbean Disaster Emergency Management Agency, Comprehensive Disaster Management: A Model National CDM Policy and Adaptation Guide for Caribbean Countries.

Government of Kenya, Ministry of State for Special Programmes, Office of the President, Draft Policy for Disaster management in Kenya, February 2009.

The Republic of Uganda, Office of the Prime Minister, National Policy for Disaster Preparedness and Management, Directorate of Relief, Disaster Preparedness and Refugees, September 2010.

St Vincent and the Grenadines, National Disaster Plan, 2005.

St. Vincent and the Grenadines, National Emergency and Disaster Management Act, 2006.

National Emergency Management Organisation, Corporate Plan 2014-2016.

India National Policy on Disaster Management (NPDM).

CDEMA Disaster Management Audit Instrument, April 19, 2010.

Pan American Health Organization (PAHO), A Model Policy for SMART Health Facilities, 2013.

Government of St. Vincent and the Grenadines, Rapid Damage and Loss Assessment (DaLA) December 24-25, 2013 Floods, January 16, 2014.

OECS Disaster Risk Management Benchmarking Tool (B-Tool), National Assessment for St. Vincent and the Grenadines, August 2007.

World Bank, World Bank Indicators: St. Vincent and the Grenadines.



# ANNEX I

---

## Listing of enabling National Regional and International Policy Framework and Legislative Instruments

### NATIONAL

1. Saint Vincent Constitution Order 1979 (S.I. No. 916 of 1979).
2. Saint Vincent and the Grenadines Energy Policy and Action Plan
3. ICT Strategy and Action Plan
4. National Building Regulations
5. Draft Resettlement Framework
6. Town and Country Planning Act (1992)
7. The Maritime Areas Act (1983) – Act No. 15 of 1993
8. The Fisheries Act (1986) and Regulation (1987)
9. Town and Country Planning Act (1992)
10. Forestry Act (1945)
11. Mustique Conservation Act (1989)
12. Central Water and Sewerage Authority Act (1978)
13. Public Health Act (1977)
14. The Tobago Cays Marine Parks Act (1999)
15. Education Act (1992)
16. Shipping Act, 2004 (Act No. 11 of 2004)
17. Saint Vincent and the Grenadines Port authority Act 1987 (Act No. 26 of 1987)
18. Agriculture Small Tenancies Act, 1957 (Cap. 29)
19. Agriculture Ordinance, 1951 (No. 23 of 1951)

### REGIONAL

20. **The CDEMA Agreement** – Saint Vincent and the Grenadines is a member of CDEMA and which has the following objectives:
  - A. Mobilising and coordinating disaster relief
  - B. Mitigating or eliminating as far as practicable, the immediate consequences of disasters in Participating States
  - C. Providing immediate and coordinated response by means of emergency disaster relief to any affected Participating State
  - D. Securing, coordinating and providing to interested inter-governmental and nongovernmental organisations reliable and comprehensive information on disasters affecting any Participating State;
  - E. Encouraging:
    - i. The adoption of disaster loss reduction and mitigation policies and practices at the national and regional level
    - ii. Cooperative arrangements and mechanisms to facilitate the development of a culture of disaster loss reduction; and
  - F. Coordinating the establishment, enhancement and maintenance of adequate emergency disaster response capabilities among the Participating States
21. **2014-2024 CDM Strategy and Framework** - The goal of the draft CDM Strategy 2014-2024 is to realize **“Safer, more resilient and sustainable CDEMA Participating States through**

**Comprehensive Disaster Management**". This goal is supported by four high level priority outcomes and sixteen outputs as represented in the CDM Logic Model. The strategic framework also embodies seven elements which when realised will lead to the desired future state of Participating States. These are:

- a) National, regional and sectoral institutions with adequate/minimum standards of capacity to deliver the CDM programme
  - b) Knowledge management which is applied for fact-based decision-making
  - c) Disaster resilience which is enhanced within key sectors of the economy
  - d) Operational readiness at regional, national, sectoral and local levels
  - e) A clearly established and understood nexus between CCA and DRR with programming and governance harmonised
  - f) Community resilience which has been enhanced for the most vulnerable with gender concerns addressed at all stages and levels
  - g) Resource allocation which underpins the ability to deliver the strategy
22. **CARICOM Regional Framework 2005 – 2015** - This framework was closely aligned to the Regional CDM Strategy from its inception as it sought to advance the implementation of the articulated outcomes and outputs (Intermediate Results). As the implementation period draws to a close, the founding pillars and principles on which it was constructed will continue to inform the current Regional CDM Strategy and others in the future. With the maintenance of this approach during the strategic period, the Regional CDM Strategy and Framework will continue to be harmonised with the Caribbean Single Market and Economy (CSME) protocols. In particular the revised outcomes and outputs will significantly contribute to the achievement of the protocols related to technology transfer and the enactment of CDM legislation. The priority thematic areas which the regional framework seeks to promote continues to be of significance in the revised CDM strategic period as the region builds capacity in hazard mapping and vulnerability assessments (HVA), community based disaster management, early warning systems, climate change, vulnerable populations and knowledge management.
23. **Organisation of Eastern Caribbean States (OECS) – Saint George's Declaration of Principles for Environmental Sustainability** - The aim of the revised 2006 Saint Georges Declaration of the OECS is to: "Foster Equitable and Sustainable Improvement in the Quality of Life in the OECS Region". This aim is supported by the articulation of 21 principles which span a range of critical issues important to the sub-region. Principle # 9 in particular speaks to Integrated Disaster Management whereby "Governments will integrate disaster management initiatives with environmental priorities to help the peoples of the region in their preparation for and management of the impacts of natural and man-made disasters."
24. A Regional Framework for Achieving Development Resilient to Climate Change 2009-2015 - The Caribbean Community Climate Change Centre articulated a regional framework in 2007 to cover the period 2009 – 2015 with a strategic vision of "regional society and economy that is resilient to a changing climate." The vision is supported by four key strategies related to:
- A. Promoting actions to reduce greenhouse gas emissions through energy reduction and conservation, and switching to renewable and cleaner sources of energy;
  - B. Promoting actions to minimize the effects of greenhouse gas emissions through initiatives and measures designed to reduce the vulnerability of natural and human systems to the effects of climate change (e.g., flood defences, and changing land use patterns);

- C. Promoting the development and implementation of educational and public awareness programmes as well as public access to information and citizen participation across the Caribbean region; and
- D. Building the Caribbean Community Climate Change Centre's organisational capacity to manage adaptation to climate change, through training of scientific, technical, and managerial personnel; institutional strengthening; providing systematic long-term technical assistance; and strengthening information support capacity that allows the CCCCC to effectively support the Member States.
- E. A fifth strategy seeks to promote the dissemination of successful adaptation experiences to address the impacts of climate change on: (a) water supply; (b) coastal and marine ecosystems; (c) tourism; (d) coastal infrastructure; and (e) health.

25. **Pan American Health Organisation: A more resilient health sector in Latin America and the Caribbean targeting effective and innovative approaches – Strategic Plan 2013 – 2018** - The strategic plan will govern the Pan American Health Organization's disaster management work for the period 2013-2018. It is in accordance with the Organization's broader strategic documents, approved by its Governing Bodies and is aligned with the priorities of the World Health Organization (WHO), approved by the World Health Assembly as part of the WHO reform. It sets the overall objectives and expected results of PAHO's work in the field of disaster management. This document will serve as a roadmap for the Organization's work in disaster management. The ultimate goal of PAHO's work in disaster management is to ensure health security by reducing the morbidity and mortality following any type of emergency. To achieve this goal, PAHO will work towards increasing the resilience of the health sector in order to reduce the health consequences of emergencies, disasters and crises and ease their social and economic impact. The strategic objectives and expected results of this strategic plan are:

- I. Improved capacity of Member States to provide a timely and appropriate response to disasters, complex emergencies and other crises;
- II. Enhanced capacity of National Health Systems for Emergency Preparedness and Disaster Risk Reduction;
- III. Increased effectiveness of PAHO and the Health Cluster in responding to disasters.

The strategic plan also incorporates PAHO's cross cutting priorities and will help mainstream in all its activities the important aspects of: 1) gender; 2) ethnicity; 3) human rights, 4) primary health care, 5) health promotion, and 6) social protection in health.

## INTERNATIONAL

26. **Hyogo Framework for Action 2005 – 2015** - A foundational plank and core element of the international agenda on disaster risk reduction is the Hyogo Framework for Action which was the main outcome of the 2004 World Conference on Disaster Reduction held in Yokohama, Japan. The objectives and expected outcomes articulated then are still very relevant today and are used as benchmarks against which various regions around the world have pegged their own indigenous disaster risk management frameworks.

### **Objectives of the Hyogo Framework 2005- 2015**

- i. *To conclude and report on the review of the Yokohama Strategy and its Plan of Action, with a view to updating the guiding framework on disaster reduction for the twenty-first century;*

- ii. *To identify specific activities aimed at ensuring the implementation of relevant provisions of the Johannesburg Plan of Implementation of the World Summit on Sustainable Development on vulnerability, risk assessment and disaster management;*
- iii. *To share good practices and lessons learned to further disaster reduction within the context of attaining sustainable development, and to identify gaps and challenges;*
- iv. *To increase awareness of the importance of disaster reduction policies, thereby facilitating and promoting the implementation of those policies;*
- v. *To increase the reliability and availability of appropriate disaster-related information to the public and disaster management agencies in all regions, as set out in relevant provisions of the Johannesburg Plan of Implementation*

27. **Hyogo Framework Post 2015** - The current Hyogo Framework will expire in 2015 culminating with a series of regional reports rolled up to inform a report from the UN Secretary-General at the 2015 World Conference on Disaster Risk Reduction and Resilience. The Americas' report which was produced from a series of regional consultative processes such as the Regional Platforms for Disaster Risk Reduction and the Ministerial Conferences on Disaster Risk Reduction has already identified recommendations for consideration at the international level. These are:

- a) A post-2015 framework for disaster risk reduction should consider lessons learned in areas of public policy, disaster risk reduction financing and territorial development.
- b) This framework should strengthen programmes concerned with education, scientific research and technological development at all levels and among all sectors. It should also incorporate traditional and local knowledge into risk reduction and disaster resilience practices.
- c) It should encourage private sector involvement; link academics, science and technology to social demands for sustainability and disaster risk reduction; and recognise the role of women and children in resilience building.
- d) HFA2 should be aligned with different global mechanisms for sustainable development (MDGs and post-2015 development agenda, UNFCCC and its main decisions related to adaptation to climate change, Rio+20 Declarations).
- e) Integrate disaster risk reduction into sectors particularly those that emphasize disaster risk reduction in both private and public investment projects (finance).
- f) Strengthen local government decentralisation processes by improving regulations, creating mechanisms for resource use, and providing monitoring and accountability instruments to guarantee law enforcement.
- g) Provide better coordination between the government and civil society (concerning both their rights and corresponding responsibilities) at all decision-making levels, and implement public policies that reinforce spreading financial resources to the local level

28. **Millennium Development Goals** - The 2013 Report on the Millennium Development Goals (MDGs) notes that significant and substantial progress has been made in meeting many of the targets and has been the most successful global anti-poverty push in history. As the 2015 timeframe for achieving targets approaches the report further notes that the achievements have been uneven among and within countries. It calls for continued efforts to build a more just, secure and sustainable future for all.

29. **Rio Plus 20** - The Caribbean DRM agenda and the vision of the Rio +20 principles are inextricably linked as is demonstrated in the shared aim of eradicating poverty and achieving sustainable development. In this regard, the 2012 – 2024 strategic period will have major focus on and earnestly consider issues related to vulnerable groups, livelihoods, gender and climate change as key pillars of the framework going forward.
30. **UNESCO Inter-governmental Oceanographic Commission Tsunami Programme** - The Intergovernmental Coordination Group for the Tsunami and other Coastal Hazards Warning System for the Caribbean and Adjacent Regions (ICG/CARIBE EWS) was established in 2005 as a subsidiary body of the IOC-UNESCO with the purpose of providing efficient assistance on tsunami risk reduction to Member States in the Caribbean region after the lessons learnt from the 2004 Indian Ocean tsunami. The guidelines for the ICG/CARIBE EWS activities are compiled in the CARIBE EWS Implementation Plan. The Intergovernmental Coordination Group meets regularly to establish and implement working plans in the Caribbean region. To address specific technical issues it has formed four working groups:
- a) **Working Group 1** – Monitoring and Detection Systems, Warning Guidance
  - b) **Working Group 2** – Hazard Assessment
  - c) **Working Group 3** – Warning Dissemination and Communication
  - d) **Working Group 4** – Preparedness, Readiness and Resilience