



**GOVERNMENT OF ANGUILLA**

**COMPREHENSIVE DISASTER MANAGEMENT POLICY**

**2013**

## The Glossary

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*These definitions originate from the Government of Anguilla's ascribed meanings of the terms used guided by 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 organization 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 recognized 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 in 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, organizations, 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, 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 organization 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 specialized agencies that have specific responsibilities and objectives in serving and protecting people and property in emergency situations.
17. **FAMINE** - a widespread scarcity of food, caused by factors including crop failure, population unbalance, or government policies. This phenomenon is usually accompanied or followed by regional malnutrition, starvation, epidemic, and increased mortality.
18. **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 utilized 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
19. **HAZARD** - The potential for a natural or man-caused event to occur with negative consequences.

20. **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 m.p.h; they develop in the Doldrums of the tropics and move in an often-erratic way towards higher latitudes.
21. **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.
22. **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.
23. **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
24. **POPULATION AT RISK** - Population whose life, property and livelihood are directly threatened by a hazard.
25. **PREVENTION** - Measures taken for the purpose of preventing natural or an-caused phenomena from causing or giving rise to disasters or other emergency situations.
26. **RECONSTRUCTION** - 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.
27. **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.
28. **REHABILITATION (Community)** - The restoration of basic services and the beginning of the repair of physical, social and economic damages.
29. **REHABILITATION (Individuals)** - The process of restoring victims to normal life through education, therapy and assistance.

30. **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
31. **RESPONSE** - Actions carried out in a disaster situation with the objective to save lives, alleviate suffering and reduce economic losses.
32. **RISK ASSESSMENT** - Determining the probability that a disaster will occur.
33. **RISK** - The probability that a disaster will occur given the hazard and vulnerability.
34. **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.
35. **SHELTER MANAGER** - A staff manager assigned overall responsibility for managing a shelter utilizing available resources.
36. **SHELTEREE** - A person, who as a result of an emergency situation, requires temporary shelter.
37. **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.
38. **TARGET** - The groups of people to whom relief services and supplies are provided.
39. **TSUNAMI/TIDAL WAVE** - 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.
40. **VICTIM** - A person who has suffered great harm to his/her physical or psychic integrity, goods and/or individual and collective services.

41. **VULNERABILITY ANALYSIS** - The process through which the values at risk and/or the susceptibility level of elements exposed to specific hazards is determined.
42. **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.

# CONTENTS

<b>Executive Summary</b> .....	1
<b>1.0 INTRODUCTION</b> .....	2
<b>1.1 The Background</b> .....	2
<b>2.0 POLICY CONTEXT</b> .....	3
<b>2.1 The Challenges to be addressed by the Policy</b> .....	3
<b>2.2 Guiding Principles</b> .....	4
<b>3.0 POLICY STATEMENT</b> .....	5
<b>3.1 Intent and Purpose</b> .....	5
<b>3.2 Vision</b> .....	6
<b>3.3 Goal</b> .....	6
<b>3.4 Policy Priority Objectives</b> .....	6
<b>4.0 POLICY STRATEGY</b> .....	9
<b>4.1 Strategy Interventions</b> .....	9
<b>4.2 Policy Implementation Agencies and Structures</b> .....	12
<b>4.3 Financing Options</b> .....	16
<b>5.0 SUSTAINABILITY</b> .....	17
<b>5.1 Policy Review</b> .....	17
<b>5.2 Monitoring &amp; Evaluation Processes</b> .....	18



## **EXECUTIVE SUMMARY**

Anguilla is susceptible to both natural and anthropogenic hazards which can potentially cause loss of life, destruction of property and the environment; and disruption to the economy. The Government of Anguilla has therefore recognised the potential economic and social costs incurred from natural and anthropogenic hazards; hence, the need to design a policy that would outline standard instruments for disaster prevention, preparedness, mitigation, response and recovery. The underlying assumption is that disaster prevention and preparedness are crucial entry points for disaster risk reduction; and there is growing evidence which supports the theory that those governments which investment in disaster prevention reduce its expenditure to managing disasters.

The Policy Paper therefore outlines approaches and strategies that will build a culture of safety and resilience in the Territory. The Government's manifesto and development plan, 2010, displays its commitment to comprehensive disaster management principles in its proposed objectives for: training for locals in safer construction techniques and collaboration with banking and finance industry aimed at supporting sustainable development; protection of the environment, beaches and coral reefs through strengthen the Department of the Environment and exploring a biodegradable chemical policy for commercial properties; and adaption to climate change by exploring alternative energy sources and supporting special concessions on energy saving devices, among other initiatives. It is therefore important to make the case to decision-makers about the benefits of preventive action and the need to mainstream such actions into development programmes.

The policy is underpinned by a comprehensive disaster management approach that seeks to achieve the right balance of prevention, preparedness, mitigation and response. Therefore the Comprehensive Disaster Management Policy is an essential foundation for consolidating progress made in disaster management and for further refining our disaster management systems. The Policy aims to build a culture of safety at all levels of society. The Policy therefore identifies strategic interventions for achieving its aim and possible financing options. The policy paper concludes with mechanisms for review and evaluation.

## 1.0 INTRODUCTION

The Government of Anguilla's Comprehensive Disaster Management Policy is necessary to provide a framework for the integration of disaster risk management into all policies, programmes, plans and on-going activities at national and community levels. The policy identifies the goals and guiding principles for comprehensive disaster management, thereby influencing disaster management legislations and informing the development of a national Comprehensive Disaster Management Strategy and multi-year action plan.

### 1.1 THE BACKGROUND

Anguilla is at risk to both natural and human induced hazards, and is also susceptible to the effects of Global Warming. Significant strides need to be made to prepare for the impacts of sea level rise and temperature change and to reduce the risk from them. Our relatively small size means the whole country can be affected by one event. Additionally, the precarious position of the Territory is compounded by our limited, non-redundant critical infrastructure systems. For example, there is a single water desalinisation plant, power generation plant, medical-care facility, law enforcement station and there is no domestic fire station; nor is there a dedicated National Emergency Operations Centre<sup>1</sup>. There are limited relief and response supplies within the warehouse on the Island. Therefore, managing an emergency response to a large intensity event becomes particularly difficult as all inhabitants, including response personnel, may be affected.

Less obvious than larger events (with significant media coverage) is the damage caused by smaller but more frequent hazards such as localised flooding, coastal erosion, minor oil spills and boating accidents. There is also the growing alarm caused by slow onset hazards such as droughts specifically. Droughts create water shortages and a substantial strain on the Territory's local agricultural sector resulting in reduced production of locally cultivated crops. Of historical significance, in the 1840's Anguillan residents were requested to relocate to neighbouring Caribbean countries as a result of drought and famine. While the Territory has since diversified its food sources, we are

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<sup>1</sup> The Domestic Fire shares accommodations with the airport fire branch and the National Emergency Operations Centre operates under a Memorandum of Understanding with the police in their facility unless the police have a greater need.

cautious and cognisant of the fact that precipitation has decreased between 15% - 20% and the weather station in Anguilla recorded the lowest records of precipitation for the period January to March, 2013. All of these events are likely to create recurring disruption and economic losses.

In order to reduce the risk from all these events Anguilla is focused on the complete disaster management cycle including planning and preparing for, responding to, recovering from and mitigate against hazards of all kinds. Therefore, it is incumbent upon the Government of Anguilla to develop national solutions to address the risk and exposure of its residents and visitors by providing a network of infrastructure, programmes, policy and protocols with outcomes aimed at reducing loss of human life and lessening economic impact from disasters; and developing mechanisms to address "delays in identifying interventions required", "reduced risk of socio-economic impacts through mitigation measures", and "a more holistic and timely reaction (response) in case of a natural (or human caused) disaster" in the Country.

## **2.0 POLICY CONTEXT**

Anguilla Comprehensive Disaster Management Policy shall provide a framework through which, the National Disaster Management Committee and the Department of Disaster Management operate and implement comprehensive disaster management and climate change adaptation initiatives. Principal to this approach is the shift in national focus and priorities from chiefly responding to impact events; to paying greater attention and emphasis on disaster risk reduction through mitigation, preparedness, response and recovery; and incorporating climate adaptation and gender equity in all phases. The National Comprehensive Disaster Management Policy shall be part of the Government of Anguilla's political agenda; and shall be backed by dedicated resources.

### **2.1 The Challenges to be addressed by the Policy**

The Comprehensive Disaster Management Policy shall address:

- Institutional weaknesses and capacity gaps which hindered effective comprehensive disaster management mainstreaming within the sectors;

- Capacity limitations at the community and national levels; and
- The limited integration of disaster risk reduction, gender equity, climate adaptation and information communication technologies themes in strategic planning.

The challenges identified shall be mitigated by effective planning, implementation, and monitoring of the National Comprehensive Disaster Management Policy.

## **2.2 Guiding Principles**

The Policy enables a collaborative approach between multi-sectoral participation across professional disciplines - in the interest of the public - to build a culture of safety, support the reduction of disaster risk and adaptation to climate change in the Territory.

The Principles that inform the Policy are:

1. The Policy shall be implemented within the framework of amended and existing legislation.
2. The Policy may not require renegotiations or amendments to existing strategic partnerships which the National Disaster Management Committee (NDMC) or the Department of Disaster Management (DDM) has with public and private sector agencies or other civil society organisations at the national; regional or international levels.
3. New funding requirements may result from the policy, and reallocations of existing sectoral budgets may be considered together with new funding sources.
4. The Policy shall be endorsed by the Government of Anguilla's Executive Council and other stakeholders.
5. The Policy shall contribute to the Government of Anguilla's priority and directives in comprehensive disaster management for disaster risk reduction and climate change adaptation.
6. The Policy shall have a cost neutral impact on households.

### **3.0 POLICY STATEMENT**

The National Comprehensive Disaster Management Policy is based on on-going initiatives taking place nationally, regionally and internationally. The Policy 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 risks and vulnerability reduction.

#### **3.1 Intent and Purpose**

Critical to the Policy's success are a Comprehensive Disaster Management Legislation and Strategy Framework, along with political commitment and continued community engagement. The Policy outlines the basis for perpetuating a culture of safety in Anguilla. The Government of Anguilla is cognisant that:

- I. the appropriate approach for the Policy must combine the community (bottom-up) and the national (top-down) levels;
- II. there must be a long-term, programmatic, and whole-of government approach;
- III. Knowledge management and institutional support and capacity are required.
- IV. A 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
- VII. Public education and awareness must be a constant part of every initiative

### 3.2 Vision

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

The Government of Anguilla envisages a society that is integrally involved in the reduction of risk by promoting sound social, economic, and environmental policies and practices as a means of ensuring that safer, resilient communities are established and sustainable development is promoted.

### 3.3 Goal

The **Policy Goal** is:

To incorporate comprehensive disaster management and climate change adaptation into all aspects of development and daily lives, creating a culture of safety and sustainability.

### 3.4 Policy Priority Objectives

The National Comprehensive Disaster Policy established nine (9) priority objectives which shall be accomplished by the implementation of a Comprehensive disaster Management Strategy and Programming Framework administered by the National Disaster Management Committee and managed, maintained and monitored by the Department of Disaster Management. The nine (9) priority objectives include:

1. To ensure that key stakeholders/National Disaster Management Committee (NDMC) has policies and plans that support climate change adaptation (CCA) and comprehensive disaster management (CDM), and undertake periodic and timely exercising;
2. To provide a legal framework for Anguilla's Comprehensive Disaster Management (CDM) Programme that clearly outlines the roles and

responsibilities of the Governor, Chief Minister, Ministers of Government, other Elected Officials, Auxiliaries and Key Agencies;

3. To provide a community outreach preparedness and education programme which targets communities and key sectors; and promotes a safer way of life, sustainable development and gender equity among the residents;
4. To provide a cadre of technically and professionally trained liaison officers across key sectors able to fully implement comprehensive disaster management and climate change adaptation measures/activities;
5. To ensure a state of the art National Emergency Operations Centre and other Emergency Operations Centres facilities are established and maintained to provide alerts, warnings and effective coordinated response to hazard impacts and climate change;
6. To develop a national recovery framework and continuity of government plan;
7. To ensure that appropriate systems are in place to promote assistance for Shelters, Relief and Rehabilitation activities;
8. To develop a planning framework to monitor and guide safer building and occupational health; and
9. To protect economic, social and environmental sectors through partnership agreements and greater enforcement mechanisms.

The nine (9) priority objectives can be achieved through the application of a combined comprehensive disaster management, enabling framework and mainstreaming framework approaches where:

1. **A Comprehensive Disaster Management approach -**

- a. facilitates the promotion of the culture of safety and the incorporation of disaster management in development planning;
- b. promotes coordination of functions and diverse skills and disciplines; and
- c. allows communities to undertake risk management activities.

2. **A Comprehensive Disaster Management Enabling Framework –**

- 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 Framework** 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 better design and prioritisation of interventions that are intended to reduce risks and vulnerabilities of exposed populations and property.



## 4.0 POLICY STRATEGY

The emerging strategy of this view is the utilisation and implementation of the following considerations:

1. Implementing structural and non-structural measures to limit the adverse impact of natural hazards, environmental degradation and technological hazards.
2. Planning for effective preparedness, response and recovery by integrating and mainstreaming CDM into national development and planning.
3. Building resilience and reducing risk at all levels of society and all phases of the CDM process through analysis and evaluation of all risks and hazards; and the use of such analyses and information in the design of targeted and appropriate intervention, programmes and project scenario development; situational analyses and the creation of crisis maps.
4. Creating knowledge and information and using this for education and public awareness. The information should also be used for monitoring, forecasting, and early warning
5. Establishing the appropriate governance system – organisation, institutional, policy and legal frameworks – that will support the CDM process and contribute to the mainstreaming of CDM in national planning and development.

### 4.1 Strategy Interventions

The following interventions shall be applied to address the Policy's nine (9) priority objectives classified as:

- **Programmatic interventions** which implement structural and non-structural measures to limit the adverse impact of hazards, to prevent social, economic and environmental degradation and build resilience and reduce risk at all levels of society to include:

- Complete construction of a new NEOC complex in support of the need to improve critical facilities and infrastructure for disaster management.
  - Constructing and outfitting a national Warehouse to store emergency and relief supplies
  - Increasing Anguilla's communities' resilience to hazard impacts to reduce their associated risks
- **Strategic interventions** which develop the necessary framework to support CDM through the development of policies and legislations; and build institutional capacity for effective knowledge management include:
- Enhancing NDMC national committees to provide advice and recommendations on CDM Programme delivery and to serve as quality control monitors and evaluators of the CDM programme and products being managed by the DDM.
  - Maintaining and managing a Department of Disaster Management that operates and function within the confines of its mandate
  - Increasing the capacity of the Department of Disaster Management to implement CDM
  - Maintaining an early warning and emergency communication systems
  - Developing and testing a wide range of national level contingency plans and procedures. The DDMs work programme should include a range of simulation exercises each year and at least one (1) full field exercise focusing on a different hazard. Testing should coincide with and contribute to, the development or revision of differing hazard contingency plans
  - Enhancing the national disaster management systems capacity for effective coordination and response
  - Upgrading, auditing and maintaining functional Critical Infrastructure mechanisms
- **Mainstreaming interventions** which develop guidelines to incorporate risk reduction and resilience initiatives into all levels of the society; and include

training options for communities and non-governmental organisations to include:

- Developing and implementing tools, models and methodologies for hazard risk reduction
  - Developing, extending and implementing risk reduction models across the national disaster organisation through regional projects
  - Establishing functional Community Mechanisms to support CDM implementation and the work of the DDM at the community level
  - Promoting insurance as a vital measure to reduce vulnerability and hasten recovery to involve and advance CDM community-based approaches to disasters
  - Promulgating broad-based incentive packages to encourage residents to embrace the practices of CDM at the homeowner- level.
  - Integrating risk and disaster management into key sectors of education, health and tourism
  - Mainstreaming disaster risk management into key sectors, government and private sector
  - Integrating risk and disaster management into private institutions
- **Enabling interventions** which provide training and sensitisation on the CDM Approach and the CDM system and tools; and further seek to foster environments for successful CDM programme implementation to include:
- Developing, participating in and facilitating training and capacity raising programmes for disaster preparedness and comprehensive disaster management
  - Developing relevant tools to provide inter-sectoral and inter-agency training in the principles of CDM and the CDM Approach
  - Establishing and/or strengthening ICT and other infrastructure for fact based decision making.
  - Enacting appropriate CDM Legislation and incorporating feasible CDM principles and processes to develop standards and regulations to implement the legislation
  - Implementing and/or facilitating sensitisation, awareness and public education on the CDM

**The resulting strategic framework is displayed at Appendix 1.**

## 4.2 Policy Implementation Agencies and Structures

The Policy shall adopt 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 shall be utilised to ensure that effective steps for disaster management no longer remain an optional discretionary initiative on an ad hoc basis, but rather, a collective responsibility.

A Disaster Management Act shall provide a legal framework for the Policy; and shall incorporate a comprehensive approach to disaster management which would enable and empower institutional structures and agencies to bring greater awareness to vulnerable communities and groups.

- **Supporting Agencies shall include:**

- I. Non-Government Organisations
- II. Civil Society Organisations
- III. Faith Based Organisations
- IV. Government Agencies
- V. International Aid Agencies
- VI. Caribbean Regional Mechanisms
- VII. Donor Groups
- VIII. Private Sector
- IX. Other volunteers regulated by the NDMC and DDM

- **Functions**

- Identify, assess and monitor disaster risks and enhance early warning systems.
- Use indigenous knowledge, innovation, practices and education to build a culture of safety and resilience at all levels.
- Strengthen disaster preparedness for effective response at all levels.
- Creation of Disaster Prevention Volunteer Corps at community and national levels to be fully trained and equipped to identify, assess and monitor disaster events.

- **Executive Responsibility**

The Policy enables clarification of the responsibilities of the Governor, the Chief Minister and Ministers of Government in matters related to disaster risk management wherein the following are agreed, and accepted as standard practised:

- **The Governor of Anguilla** shall have overall responsibility for disaster preparedness and disaster/emergency response coordination in the Territory. He/she serves as Chairman of the National Disaster Management Committee (NDMC) and is primarily responsible for pre-disaster and response activities.
- **The Chief Minister** shall maintain primary responsible for mitigation and recovery activities.
- **Ministers of Government** shall be tasked with providing support to the Governor and the Chief Minister in all matters related to disaster preparedness, mitigation, response and recovery through the work of their respective ministerial portfolios.
- **Other elected officials** shall be tasked with providing support to the Governor, the Chief Minister and Ministers of Government in all matters related to disaster preparedness, mitigation, response and recovery of all works being undertaken in their respective electoral zones, districts, communities etc.

- **Implementing Structures**

The Government of Anguilla's policy and strategy in the management of disasters in the Territory shall ensure optimum utilisation of existing resources rather than the creation of new or additional structures. Therefore there shall be established a:

- **National Disaster Management Committee** to provide policy guidelines. The Committee shall have the power to review and/or amend the policy to meet the emerging needs of the Territory in all disaster-related matters. H.E. the Governor shall head the Committee and shall chair its meetings, annually before the start of each Atlantic Hurricane Season and no later than June 30. The National Disaster Management Committee shall include the following but not limited to

the Governor, Chief Minister and other representatives of all government ministries and the emergency services; and is charged with particular responsibilities, in relation to the response to emergencies and disasters in Anguilla, and its sub-committees shall be available to be convened whenever a threatened disaster alert arises or a disaster occurs. The National Disaster Management Committee shall enable the Department of Disaster Management to establish, monitor, and maintain a Register of Volunteers to assist in CDM initiatives.

**Department of Disaster Management** shall have power for the purpose of carrying out its functions to do all such acts as appear to it to be requisite, advantageous or convenient for or in connection with the carrying out of its functions or to be incidental to their proper discharge and may carry on any activities in that behalf either alone or in association with any other person or body.

The affairs of the Department shall be managed by a Director appointed by the Public Service Commission. The Department may appoint a Deputy Director; and such other suitably and qualified staff as is necessary for the effective carrying out of the functions of the Department.

The Department shall be responsible for coordinating the general policy and day-to-day administrative matters of the Government of Anguilla relating to the preparedness for, mitigation of, response to and recovery from emergencies and disasters in the Territory; and shall ensure the full implementation of national disaster management policies and strategies. Disaster management is multi-faceted, multi-sectoral and multi-disciplinary and therefore enables the Department to establishment, manage a national operation centre of emergency response coordination. The Policy enables the Department of Disaster Management to utilise the assistance and service of the Private Sector, Non-Government Organisations, Faith based Organisations, Civil Society, Volunteers and other Auxiliaries to accomplish its objectives.

The Director Shall –

- a. provide advice to the Governor, Chief Minister and Other Ministers of Government on matters relating to disaster management;
  - b. to review and assess the various programmes and activities of the Government which have an impact on disaster management in Anguilla make recommendation to the Governor, Executive Council, the Chief Minister and Other Minister of Government on the effect, the activities and programmes that disaster management are likely to have;
  - c. to develop and recommend to the Committee national policies to foster and promote disaster management; 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 Territory.
- o **National Emergency Operating Centre** whereby the concerted efforts of various subject matter experts from varying professional backgrounds and institutions shall be called upon to offer technical support and advice to assist, community or Territorial levels of response, and recovery.

The National Emergency Operations Centre (NEOC) shall function as the headquarters of the activities undertaken in response to a disaster emergency, and shall establish and maintain supplementary Emergency Operations Centres or facilitate 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 organisations who 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 Anguilla.

The Policy shall enable the Department of Disaster Management to maintain direct responsibility for establishing, managing and maintaining a National Emergency Operations Centre.

The Policy shall be implemented through the following strategic actions:

- i. Sensitisation programmes and advocacy on disaster prevention and preparedness
- ii. Mainstreaming disaster prevention/preparedness and management in school curricula and development programmes.
- iii. Factor disaster scenarios into economic planning and programmes.
- iv. Capacity building and information sharing
- v. Monitoring and Evaluation

### 4.3 Financing Options

Inadequate financial and human resources undermine the effective and continuing operations of disaster management, especially during critical periods of emergencies. The Policy recommends the development of a strategy for resource mobilisation by supporting and sustaining a national disaster management fund, annual allocations from the national budget and exploring donor funding to support the Policy's strategic initiatives. Current funding options 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 ongoing development projects.
- **National Budget**: An annual operating budget should be allocated to the Department of Disaster management to support the execution and implementation of disaster management activities.
- **Donor Funds**: Other options include engaging NGOs, Regional and Sub-regional organisation and UN 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 and Strategy.

## **5.0 SUSTAINABILITY**

Key to achieving the goals of the national CDM Policy is the development of a national CDM Strategy and programming framework. A National CDM Strategy shall focus on:

- i. Strengthening capacity of national disaster management committee to implement CDM and working towards the establishment/enhancement of appropriate governance structure that will allow for more formalised and legislated mechanisms for inter-sectoral and inter-agency coordination, reporting, and monitoring.
- ii. Enhancing the National Emergency Operations Centre (NEOC) system for improved national coordination and response among Emergency Responders
- iii. Integrating CDM into national policies, laws, strategies and activities to create a decentralised CDM processes for hazard preparedness and risk reduction through the involvement of other sectoral agencies, non-governmental organisations and community groups.
- iv. Enhancing community resilience for hazard risk reduction and climate change adaptation to ensure incorporation into national policies, the Legislations and sector work programmes.
- v. Integrating disaster risk reduction into key sectors creating joint work programmes for building resilience and mainstreaming CDM and disaster risk reduction at the community level.

### **5.1 POLICY REVIEW**

The Disaster Management Act shall dictate the frequency of and causes warranting a review of the CDM Policy. The Disaster Management Act shall stipulate that:

- The Director of Disaster Management shall, within 3 months after the end of every calendar year, prepare, for the approval of the Governor in Council, a Comprehensive Disaster Management Policy Review in relation to the mitigation of, preparedness for, response to and recovery from emergencies and disasters in Anguilla.

- The Director shall, in the preparation of the Disaster Management Policy Review, consult the National Committee.
- The Disaster Management Policy Review approved by the Governor in Council shall be published by the Director in the Gazette no later than the 31st day of May in each year.

Further to an annual review process, it is recommended to ensure consistency with the initiatives of a national CDM Strategic that annual progress reports shall be sent to the Executive Council for information and guidance. At the end of the strategic period an independent and unbiased evaluation of the Policy and Strategy shall be undertaken to document success.

## **5.2 MONITORING & EVALUATION PROCESSES**

Anguilla's Comprehensive Disaster Management Policy needs to be evidence-based, to ensure that the comprehensive disaster management objectives at the community and national levels are achieved depend on effective disaster monitoring information.

His/Her Excellency, The Governor, the Honourable Chief Minister and the Executive Council shall be kept informed about the activities, undertaken by the National Disaster Management Committee (NDMC) and the Department of Disaster Management, (DDM), its auxiliaries and stakeholders, which contribute to the achievement of the Policy goals and objectives. Reporting shall be done through:

- i. Annual Report on activities carried out by the DDM in the areas of CDM, awareness, education, disaster risk reduction, climate adaption etc. An outline of the Annual Report is included at Appendix 2.
- ii. Situation Reports and Assessment Reports which are to be used to establish cause(s) of the disaster and appropriate suggestions as how to improve on existing approaches and strategies.

- iii. A Post Disaster Impact Assessment Report on major disaster events to assess the NEOC, the DDM, the NDMC and the various essential agencies preparedness and ways of improving on their response capabilities.

For the Policy to be effective and remain useful a reporting mechanism will be established between the Governor, Executive Council, the National Disaster Management Committee and the Department of Disaster Management to document the progress and achievements attained in the implementation of the National CDM Policy and Strategy. The Policy therefore recommends that a National Report be submitted to the Executive Council for review and endorsement annually.

## **Government of Anguilla Authorisation**

This Policy is issued under Executive Council decision No. \_\_\_\_\_ Dated \_\_\_\_\_.

# Appendix 1

## Policy Strategic Framework

Programmatic Interventions	Priority Actions	Expected results
<b>Short term (1 to 3 years)</b>		
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>Ministry of Infrastructure Communication Utilities and Housing (MICUH)</li> </ul>	Complete construction of new NEOC complex in support of the need to improve facilities and infrastructure for disaster management.	NEOC Structure completed, equipped and functional
<b>Medium term (3 to 5 years)</b>		
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>Ministry of Infrastructure Communication Utilities and Housing (MICUH)</li> </ul>	Constructing and outfitting a national Warehouse to store emergency and relief supplies	National Warehouse established, equipped and maintained.
<b>Long Term (beyond 5 years)</b>		
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>Department of Disaster Management (DDM)</li> </ul>	Increasing Anguilla's communities' resilience to hazard impacts by reducing their associated risks.	Increased community resilience
Strategic Interventions	Priority Actions	Expected results
<b>Short term (1 to 3 years)</b>		
<b>Lead Agency:</b>	Enhancing NDMC national	NDMC restructured and

<ul style="list-style-type: none"> <li>○ Governor's Office</li> </ul>	<p>committees to provide advice and recommendations on CDM Programme delivery and to serve as quality control monitors and evaluators of the CDM programme and products being managed by the DDM.</p>	<p>enhanced</p>
<p><b>Lead Agency:</b></p> <ul style="list-style-type: none"> <li>○ Governor's Office</li> </ul>	<p>Maintaining and managing a Department of Disaster Management that operates and function within the confines of its mandate</p>	<p>Enhanced capacity of the DM to lead and manage the national CDM programme</p>
<p><b>Lead Agency:</b></p> <ul style="list-style-type: none"> <li>○ Governor's Office</li> </ul>	<p>Increasing the capacity of the Department of Disaster Management to implement CDM</p>	<p>Enhanced capacity of the DM to lead and manage the national CDM programme</p>
<p><b>Lead Agency:</b></p> <ul style="list-style-type: none"> <li>○ Department of Disaster management</li> </ul>	<p>Maintaining an early warning and emergency communication systems</p>	<p>Public Alert and warning systems established and functional in all communities.</p>
<p>Medium term (3 to 5 years)</p>		
<p><b>Lead Agency:</b></p> <ul style="list-style-type: none"> <li>○ National Disaster Management Committee (NDMC)</li> </ul>	<p>Developing and testing a wide range of national level contingency plans and procedures. The DDMs work programme should include a range of simulation exercises each year and at least one (1) full field exercise focusing on a different hazard. Testing should coincide with and contribute to, the</p>	<p>Effective national disaster management procedures established and tested.</p>

	development or revision of differing hazard contingency plans.	
Long Term (beyond 5 years)		
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>○ National Disaster Management Committee (NDMC)</li> </ul>	Enhancing the national disaster management systems capacity for effective coordination and response	Enhanced capacity for national responders to coordinate and respond to emergencies
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>○ National Disaster Management Committee (NDMC)</li> </ul>	Upgrading, auditing and maintaining functional Critical Infrastructure mechanisms.	CDM integrated into private and critical institutions
<b>Mainstreaming Interventions</b>	<b>Priority Actions</b>	<b>Expected results</b>
Short term (1 to 3 years)		
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>○ Department of Disaster Management (DDM)</li> <li>○ Physical Planning</li> </ul>	Developing and implementing tools, models and methodologies for hazard risk reduction	Tools, models and strategies for hazard and risk assessments developed and implemented.
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>○ Department of Disaster Management</li> </ul>	Developing, extending and implementing risk reduction models across the national disaster organisation through regional projects.	Tools, models and strategies for hazard and risk assessments developed and implemented
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>○ Department of Disaster Management</li> </ul>	Establishing functional Community Mechanisms to support CDM implementation and the work of the DDM at the community level.	Improved capacity building among community groups to implement DRR activities

<p><b>Lead Agency:</b></p> <ul style="list-style-type: none"> <li>○ Department of Disaster Management</li> <li>○ Chamber of Commerce</li> <li>○ Strategic Planning Sub-Committee (NDMC).</li> </ul>	<p>Promoting insurance as a vital measure to reduce vulnerability and hasten recovery to involve and advance CDM community-based approaches to disasters</p>	<p>DRR incentives available through banking and insurance sectors</p>
<p>Medium term (3 to 5 years)</p>		
<p><b>Lead Agency:</b></p> <ul style="list-style-type: none"> <li>○ Ministry of Finance</li> </ul>	<p>Promulgating broad-based incentive packages to encourage residents to embrace the practices of CDM at the homeowner-level.</p>	<p>DRR incentives available through banking and insurance sectors</p>
<p><b>Lead Agency:</b></p> <ul style="list-style-type: none"> <li>○ Department of Disaster Management (DDM)</li> </ul>	<p>Integrating risk and disaster management into key sectors of education, health and tourism</p>	<p>CDM integrated into key sectors of health education and tourism</p>
<p>Long Term (beyond 5 years)</p>		
<p><b>Lead Agency:</b></p> <ul style="list-style-type: none"> <li>○ Department of Disaster Management (DDM)</li> </ul>	<p>Mainstreaming disaster risk management into key sectors, government and private sector</p>	<p>Liaison officers established within key departments and agencies to coordinate DRR activities in keeping with the DM Act 2007</p>
<p><b>Lead Agency:</b></p> <ul style="list-style-type: none"> <li>○ Department of Disaster</li> </ul>	<p>Integrating risk and disaster management into private</p>	<p>CDM integrated into private and critical institutions</p>

Management (DDM)	institutions	
Enabling Interventions	Priority Actions	Expected results
Short term (1 to 3 years)		
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>Department of Disaster Management (DDM)</li> </ul>	Developing, participating in and facilitating training and capacity raising programmes for disaster preparedness and comprehensive disaster management.	Enhanced capacity of the DDM to lead and manage the national CDM Programme
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>Department of Disaster Management (DDM)</li> </ul>	Developing relevant tools to provide inter-sectoral and inter-agency training in the principles of CDM and the CDM Approach	CDM integrated into key sectors of education, health and tourism
Medium term (3 to 5 years)		
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>Department of IT and E-Government Services (DITES)</li> </ul>	Establishing and/or strengthening ICT and other infrastructure for fact based decision making.	Public alert and warning systems established and functional at community level.
Long Term (beyond 5 years)		
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>Department of Disaster Management (DDM)</li> <li>AG's Chambers</li> </ul>	Enacting appropriate CDM Legislation and incorporating feasible CDM principles and processes to develop standards and regulations to implement the legislation.	Legislation revised to incorporate CDM
<b>Lead Agency:</b> <ul style="list-style-type: none"> <li>Department of</li> </ul>	Implementing and/or facilitating sensitisation, awareness and public	Increased public access to hazard



<p>Disaster Management</p> <ul style="list-style-type: none"><li>○ Volunteer Groups</li><li>○ Faith Based Organisations</li><li>○ Non-Governmental Organisations.</li></ul>	<p>education on the CDM Approach to all levels of society.</p>	<p>information</p>
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## Appendix 2

### Annual Report Outline

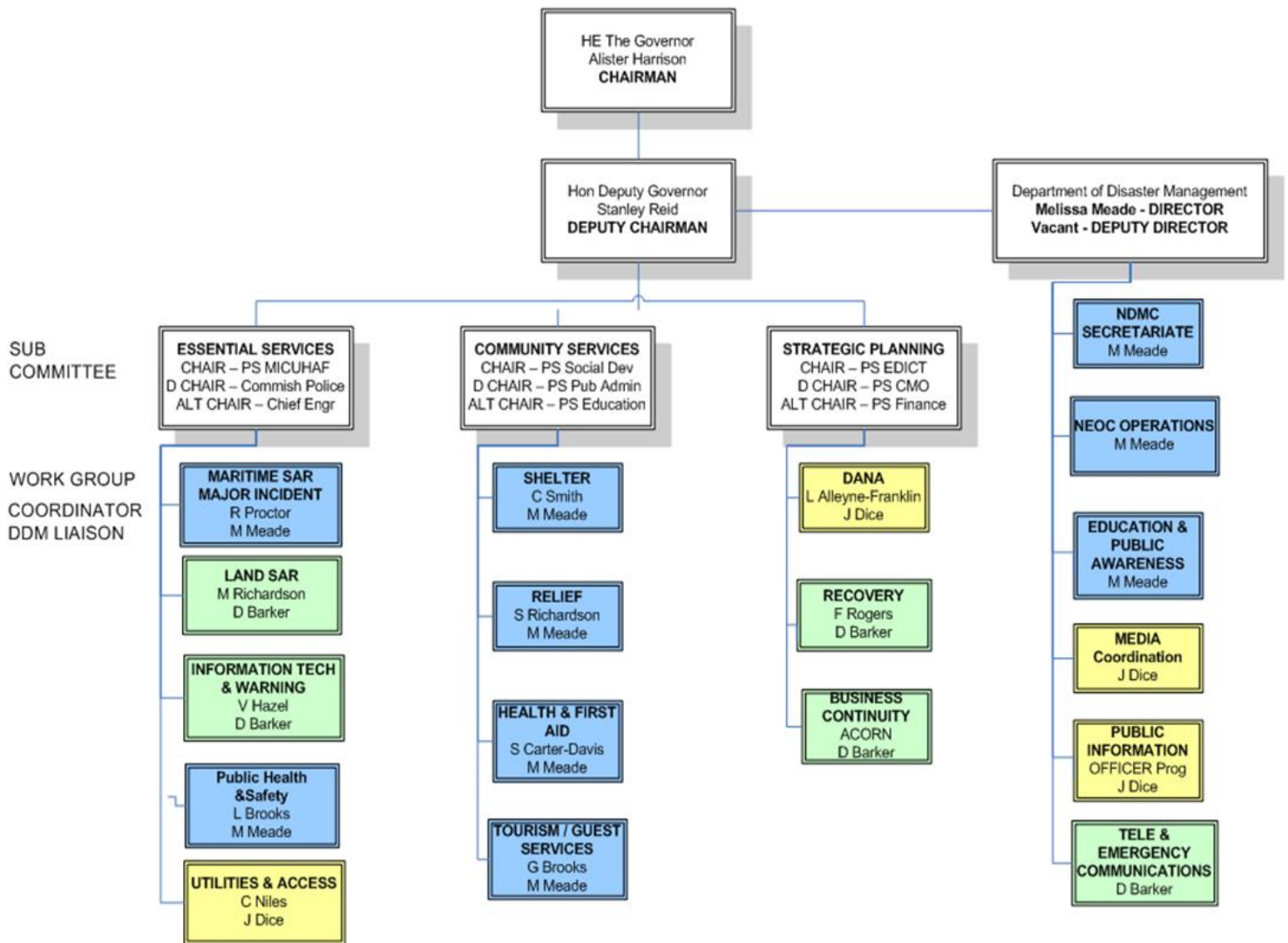
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The Annual Report of the Department shall contain the -

- (a) activities of the Agency during the financial year;
- (b) results of monitoring risk reduction and mitigation matters;
- (c) status of implementation of the National Disaster Management Plan;
- (d) classification, magnitude and severity of disasters occurring in that financial year and any challenges encountered in dealing with them, including implications for existing policies, strategies, plans and guidelines;
- (e) the finding of surveys during that financial year to determine the state of readiness of all stakeholders involved in disaster management;
- (f) the status of shelters; and
- (g) the status of the implementation of the strategy and action plan.

# Annex I

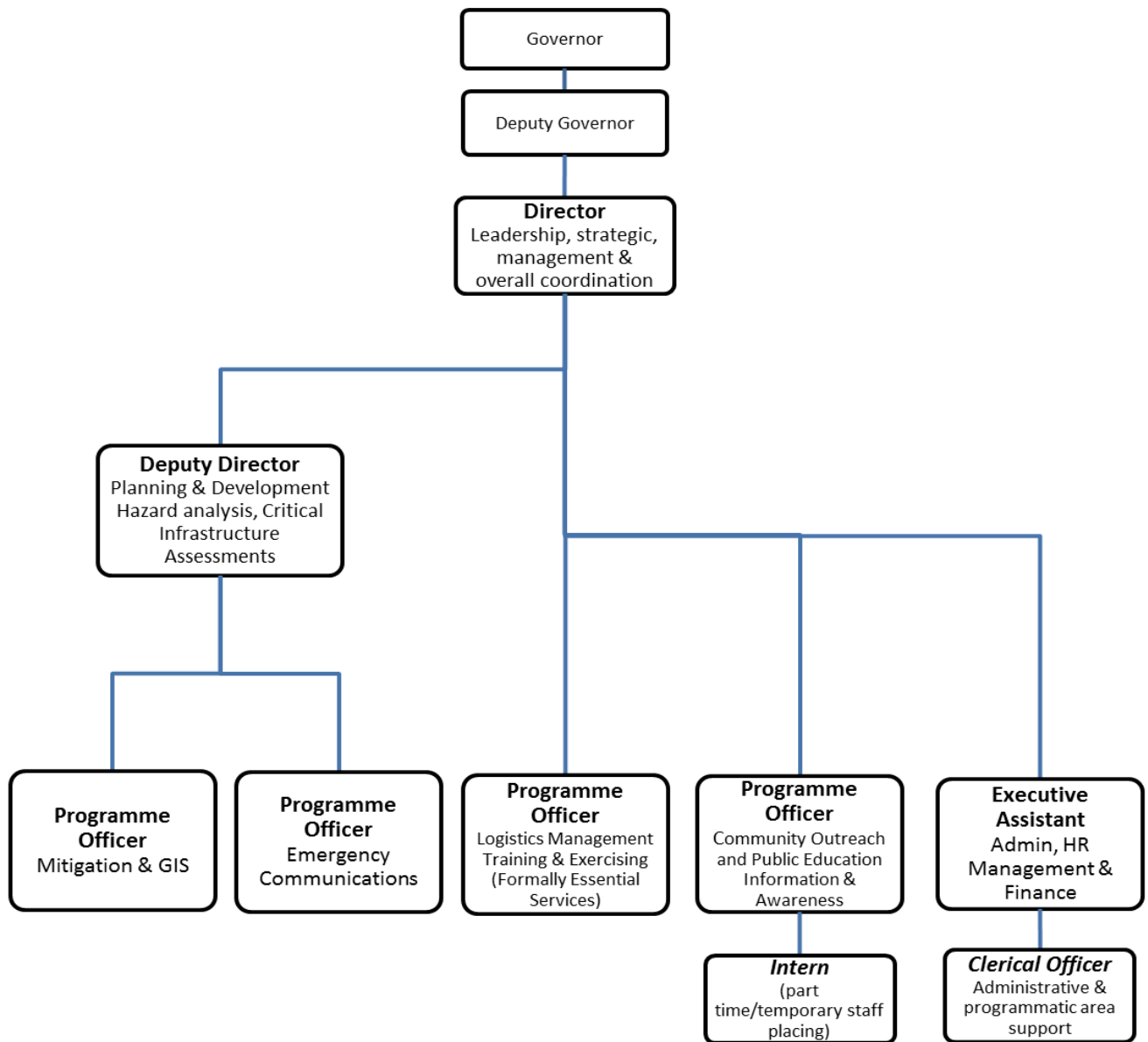
## Suggested Structure of the National Disaster Management Committee



## Annex II

### Structure of the Department of Disaster Management

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## Annex III

### Listing of enabling policy and legislative instruments

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1. **Hyogo Framework for Action (HFA) 2005-2015** - An instrument for building the resilience of communities, and nations to disasters by attempting to focus countries on five priority areas for action, guiding principles and practical means for achieving disaster resilience thereby allowing countries to become more resilient to and cope with the risks that may hinder sustainable development. The Department of Disaster Management is the Focal Point for the HFA.
2. **Cartagena Convention** - Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region – UK is signatory for the UKOT's - The Cartagena Convention was adopted on 24 March 1983 and entered into force on 11 October 1986 as the legal instrument for the implementation of the Caribbean Action Program. The Convention is the only legally binding Environment treaty for the Wider Caribbean Region. The Convention and its three Protocols constitute a legal commitment by the participating governments to protect, develop and manage their common waters individually or jointly. The Convention is a framework agreement setting out the political and legal foundations for actions to be developed. The three protocols supporting the Convention are the Oil Spill Protocol, the Specially Protected Areas and Wildlife Protocol (SPAW), and the Land Based Spills Protocol (LBS). RAC/REMPEITC-Caribe is the Regional Activity Centre established under the Oil Spill Protocol. The Department of Fisheries is the Focal Point for the Cartagena Convention.
3. **Protocol Concerning Co-operation in Combating Oil Spill in the Wider Caribbean Region** - UK is signatory for the UKOT's - The Oil Spill Protocol was adopted and entered into force concurrently (24 March 1983) with the Cartagena Convention. The Protocol establishes a mechanism to respond to discharges or threats of discharges that could endanger the marine environment and coastal interests of the countries. The Contracting Parties to the Convention extended the Oil Spill Protocol to include hazardous or toxic substances by means of an

Annex. The Department of Fisheries is the Focal Point for the Cartagena Convention.

4. **The International Convention on Oil Pollution Preparedness, Response and Co-operation (OPRC), 1990** – UK is signatory for the UKOT's - The OPRC 1990 was adopted in London at the IMO headquarters on 30 November 1990. OPRC 1990 is the convention that facilitates international co-operation and mutual assistance in preparing for and responding to a major oil pollution incident, and encourages states to develop and maintain an adequate capability to deal with oil pollution emergencies. The Department of Fisheries is the Focal Point for the Cartagena Convention.
  
5. **The CDEMA Agreement** - The Department of Disaster Management is a member of CDEMA and it 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
  
6. **IOC UNESCO, IOC CARIB Tsunami Early Warning System (TEWS)** - The Royal Anguilla Police Force Dispatch is the 24x7 National Tsunami Warning Focal Point (TWFP) for the IGC CARIB TEWS. The Department of Disaster Management is the National Tsunami Information Focal Point for the IGC CARIB TEWS.

7. **NOAA Caribbean Tsunami Warning Programme** - The Department of Disaster Management is the Focal Point for NOAA.
8. **St. Georges Declaration (SGD)** - The St Georges Declaration is a set of 11 agreed principles towards environmental sustainability between the Organisation of Eastern Caribbean States (OECS) members. The Department of Environment is the focal point agency in the Government of Anguilla for the SGD although significant overlaps in outcomes exist with other partner agencies such as Environmental Health, Agriculture, Water Quality, Disaster Management, Fire, Fisheries and the National Trust. Working collectively on this and other risk reduction programmes such as climate change an opportunity is afforded to develop synergies amongst the agencies and their mandates.
9. **UKOT's Law Enforcement Mutual Aid MOU** - This agreement sets out the guidelines for the delivery of Law Enforcement and Emergency Services Mutual assistance between the UK Overseas Territories of Anguilla, Bermuda, the Virgin Islands (British), Cayman Islands, Montserrat, and the Turks and Caicos Islands.
10. **Disaster Management Act, 2007** - This act outlines the policy and regulations to be followed as it relates to preparation, mitigation, response to and recovery from disasters with regards to the Department of Disaster Management, National Disaster Management Committee, and Emergency Operations Centre.
11. **Other relevant national legislations** include:
  - a. Coastal Erosion Act,
  - b. Beach Control Act,
  - c. Land Development Control Act,
  - d. Fisheries Act,
  - e. Police Act,
  - f. Health Act,
  - g. Environmental Health Act,
  - h. Anguilla/UK Red Cross Red Crescent MOU