Comprehensive Disaster Management Policy Framework for Trinidad and Tobago
GLOSSARY OF TERMS

All Hazards
All emergencies whether accidents, natural disasters, or terrorist attack.

All Hazards approach
A classification encompassing all conditions, environmental or manmade, which have the potential to cause injury, illness, or death; damage to or loss of equipment, infrastructure services, or property; or alternatively causing functional degradation to social, economic, or environmental aspects.

Biological hazard
Process or phenomenon of organic origin or conveyed by biological vectors, including exposure to pathogenic micro-organisms, toxins and bioactive substances that may cause loss of life, injury, illness or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Building code
A set of ordinances or regulations and associated standards intended to control aspects of the design, construction, materials, alteration and occupancy of structures that are necessary to ensure human safety and welfare, including resistance to collapse and damage.

Business Continuity
The activity performed by an organization to ensure that critical business functions will be available to customers, suppliers, regulators, and other entities that must have access to those functions.

Business Continuity Planning
The creation and validation of a practiced logistical plan for how an organization will recover and restore partially or completely interrupted critical (urgent) functions within a predetermined time after a disaster or extended disruption.

Capacity Development
The process by which people, organizations and society systematically stimulate and develop their capacities over time to achieve social and economic goals, including through improvement of knowledge, skills, systems, and institutions.

Comprehensive Disaster Management
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. It includes:
• attention to all phases of the Disaster Management Cycle – prevention, mitigation, preparedness and response, recovery and rehabilitation

• emphasis on reducing risk.

(CDERA CDM Strategy and Programme Framework, 2007-2012)

Critical Facilities

The primary physical structures, technical facilities and systems which are socially, economically or operationally essential to the functioning of a society or community, both in routine circumstances and in the extreme circumstances of an emergency.

Critical Facilities Protection

The use of risk management strategies, plans and procedures to reduce the risk of and enhance resilience to the impact of natural and man-made hazards on Critical Facilities. (ACES)

Critical Facilities Sector

A logical collection of assets, systems, or networks that provide a common function to the economy, government or society. (US National Facilities Protection Plan)

Cybersecurity

The prevention of damage to, unauthorized use of, or exploitation of, and, if needed, the restoration of electronic information and communications systems and the information contained therein to ensure confidentiality, integrity, and availability. Includes protection and restoration, when needed, of information networks and wireline, wireless, satellite, public safety answering points, and 911 communications systems and control systems.

Cyber System

Any combination of facilities, equipment, personnel, procedures, and communications integrated to provides cyber services. Examples include business systems, control systems, and access control systems.

Disaster

A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources.

Disaster risk

The potential disaster losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period.
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.

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.

Disaster risk reduction plan

A document prepared by an authority, sector, organization or enterprise that sets out goals and specific objectives for reducing disaster risks together with related actions to accomplish these objectives.

Hazard

A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Hydrometeorological hazard

Process or phenomenon of atmospheric, hydrological or oceanographic nature that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Interdependence

Mutually reliant relationship between entities (objects, individuals, or groups). The degree of interdependence does not need to be equal in both directions.

Mitigation

The lessening or limitation of the adverse impacts of hazards and related disasters.

Natural Hazard

Natural process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Prevention

The outright avoidance of adverse impacts of hazards and related disasters.

Recovery

The restoration, and improvement where appropriate, of facilities, livelihoods and living
conditions of disaster-affected communities, including efforts to reduce disaster risk factors.

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.

Risk
The combination of the probability of an event and its negative consequences.

Risk assessment
A methodology to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend.

Risk management
The systematic approach and practice of managing uncertainty to minimize potential harm and loss.

Sector Specific Plans
Detailed measures for the protection of closely related assets in defined sub-sets of the economy which form the basis of the National Critical Facilities Protection Plan.

Sectoral Work Group
Convened teams that are representative of a spectrum of key stakeholders within a defined sector. Sectoral Work Groups serve as focal points for each sector for development and coordination of a wide range of CF protection activities and issues.

Task Groups
Operational bodies, each structured to execute one or more of the Tasks (akin to Key Activities) outlined in Hyogo’s *Words Into Action*.

Technological hazard
A hazard originating from technological or industrial conditions, including accidents, dangerous procedures, infrastructure failures or specific human activities, that may cause loss of life, injury, illness or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Terror Attack
Precipitated threat or act of violence against noncombatant persons, property, and environmental or economic targets to induce fear, intimidate, coerce, or affect a
government, the civilian population, or any segment thereof, in furtherance of political, social, ideological, or religious objectives.

**Threat**

A natural or manmade occurrence, individual, entity, or action that has or indicates the potential to harm life, information, operations, the environment, and/or property.

**Vulnerability**

The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.

**Work Groups**

Sub-divisions of Task Groups formed, if necessary, to focus on sub-tasks.

**Workstreams**

Strategic planning bodies, each aligned to one of the five Hyogo Framework Priorities.
### ACRONYMS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
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<tbody>
<tr>
<td>CDM</td>
<td>Comprehensive Disaster Management</td>
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<tr>
<td>CF</td>
<td>Critical Facilities</td>
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<td>CFP</td>
<td>Critical Facilities Protection</td>
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<td>CFPP</td>
<td>Critical Facilities Protection Plan</td>
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<td>CFR</td>
<td>Critical Facilities Register</td>
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<td>MNS</td>
<td>Ministry of National Security</td>
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<td>DMAC</td>
<td>Disaster Management Advisory Council</td>
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<td>NSC</td>
<td>National Security Council</td>
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<td>ODPM</td>
<td>Office of Disaster Preparedness and Management</td>
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<td>SOP</td>
<td>Standard Operating Procedure</td>
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FOREWORD

In recent decades there has been growing concern over the massive impacts of large-scale natural and man-made disasters. Although events such as these have always affected mankind, new hazards, such as those posed by global terrorism, cyber threats, pandemics and the effects of climate change have captured world headlines. Further, the devastation created by the tsunami around the Indian Ocean in 2004, the tragic consequences of Hurricane Katrina, the events of September 11th, 2001 and the disaster wreaked by the 2010 earthquake in Haiti have added to the widespread demand for more effective approaches to Disaster Risk Management.

Trinidad and Tobago's rapid pace of petrochemical-based industrialisation, its prominent place in the energy security landscape of the USA and Europe and the increasing reliance on computer-based technology have created new hazards from natural and manmade (deliberate and accidental) sources have heightened the need for a review of disaster management within the country. Recent advances in technology and access to information and expertise have greatly enhanced the opportunity to analyse the country's vulnerabilities to develop an informed and comprehensive approach to risk reduction.

Disaster Risk Management which includes risk identification, reduction and transfer and which considers all aspects of the disaster spectrum has emerged as the dominant approach to reducing risk. There has been a global shift from the focus solely on preparedness and response to comprehensive disaster management, with greater attention being given to prevention and mitigation. The Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters (HFA), which emanated from the 2005 World Conference on Disaster Reduction in Japan, serves as a guide for countries to craft action strategies compatible with respective
national imperatives. All member states of the United Nations have been urged to implement the HFA priorities as part of disaster risk management programming.

At the regional level the Caribbean Disaster Emergency Management Agency (CDEMA) has led the development and implementation of the CARICOM Strategic programming framework for Comprehensive Disaster Management (CDM) strategies which includes coordinating regional response and guiding disaster risk management. It is within this context that this Draft Comprehensive Disaster Management Policy Framework for Trinidad and Tobago has been developed. It is intended to extend the existing approach of disaster preparedness and response, to embrace prevention, mitigation, recovery and rehabilitation planning. The Comprehensive Disaster Management Policy Framework therefore takes the approach of aligning with the Priorities for Action of the Hyogo Framework for Action (HFA) 2005-2015, the Words into Action Guide for Implementing the Hyogo Framework, produced by the United Nations International Strategy for Disaster Reduction (UN ISDR), and the outcomes of the CDEMA's strategy for Comprehensive Disaster Management (CDM) which is also aligned with the Caribbean Platform for implementing the HFA.

This Draft Policy Framework outlines the institutional, legal, regulatory and knowledge management frameworks that constitute its strategic elements. Adherence to the Policy Framework will strengthen disaster risk management and resilience in Trinidad and Tobago.
Contents

GLOSSARY OF TERMS ................................................................. i
ACRONYMS ................................................................................... vi
FOREWORD .................................................................................... vii
INTRODUCTION .............................................................................. 2
EXECUTIVE SUMMARY................................................................. 4
PURPOSE OF THE COMPREHENSIVE DISASTER MANAGEMENT (CDM) POLICY FRAMEWORK .............. 7
VALUES ......................................................................................... 8
GUIDING PRINCIPLES OF THE COMPREHENSIVE DISASTER MANAGEMENT PROGRAMME .................. 8
CDM IMPERATIVES ........................................................................... 9
OVERARCHING GOALS ..................................................................... 9
OBJECTIVES OF THE CDM PROGRAMME ........................................ 9
DISASTER MANAGEMENT FRAMEWORK ......................................... 11
HYOGO, CDEMA & THE DISASTER MANAGEMENT FRAMEWORK ..................................................... 13
INSTITUTIONAL FRAMEWORK .......................................................... 16
LEGAL AND REGULATORY FRAMEWORK ....................................... 27
THE WAY FORWARD: IMPLEMENTING THE CDM PROGRAMME ....................................................... 30
INTRODUCTION

Trinidad and Tobago is an archipelagic state, located in the southern Caribbean, within the hurricane belt and along the boundary of the Caribbean and South American tectonic plates. The islands are exposed to a wide range of geological and hydrometeorological hazards, including earthquakes and thunderstorms, which can trigger flooding in low lying or poorly drained areas and landslips in hilly regions. The major population centres lie close to the coasts or along a major transverse fault system, on the plate boundary. Moreover, the islands' coastal and offshore industrial infrastructure and sensitive ecological areas are exposed to marine and coastal threats, including tsunamis and flooding and other effects of sea-level rise, induced by global changes in climate.

Due to the scale, nature and importance of the oil and gas sector to the national economy and the high level of computer based technology used in the industrial sector, industrial hazards and cyber threats are of significant concern to Trinidad and Tobago. The rest of the society is characterised by a low level of compliance to best practices for land use and built developments, engendered by weak regulatory environment, with little application of appropriate codes and standards.

Trinidad and Tobago's existing Disaster Management Policy Framework is continuously evolving, with several initiatives at different states of maturity, addressing the various aspects along the disaster management spectrum (risk and impact reduction). The legacy strategy has been focused on disaster preparedness and response. Our current disaster management approach does contain some elements of disaster risk management, with initiatives in different stages of development (design, implementation, operational stages). Several initiatives are ongoing simultaneously.

New initiatives are taking on a more risk treatment or mitigation focused approach. This Comprehensive Disaster Management Policy Framework (CDMPF) recommends the internationally preferred approach that is comprehensive, in that it addresses all aspects
of disaster management, with a focus on risk management, through response, recovery and rehabilitation.

This Comprehensive Disaster Management Policy Framework seeks to address Trinidad and Tobago’s strategic intent on disaster management and is guided by our disaster management vision, values, principles and strategic objectives. It will, in turn, guide the implementation of a Comprehensive Disaster Management Programme (CDM Programme) that will focus the priorities, initiatives and activities involved in disaster management. The CDM Programme will provide effective risk management of all threats within Trinidad and Tobago and will be guided by the Hyogo Framework for Action and the objectives of CDEMA, tailored to address the unique challenges and features of Trinidad and Tobago.

The CDMPF and associated legal and regulatory framework will direct and support the priorities, initiatives, activities and outcomes of the regulatory authority (The National Disaster Management Authority, NDMA) that will be charged with disaster management and will engage all governmental and non-governmental stakeholders who play key roles in disaster management. This Policy Framework is intended to rally a national effort to build a culture of safety and resilience through disaster risk reduction and preparedness.
EXECUTIVE SUMMARY

The Hyogo Framework for Action 2005 – 2015 sets out a “well-grounded set of technical and organizational requirements for reducing disaster risks, while leaving the details of its implementation to the decision of governments and relevant organizations, according to their needs and capacities”. The UN ISDR Words into Action goes one step further, by drawing on expertise and experience to produce a guide for implementation of the Hyogo Framework’s goals and priorities. CDEMA’s strategy also identifies desirable outcomes that mirror the goals and expected outcomes of the Hyogo framework.

These represent regional and international best practices that have informed the approach to CDM in Trinidad & Tobago. Accordingly, the strategic goals of the CDMPF align closely to those of the Hyogo framework and include:

1. The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with special emphasis on disaster prevention, mitigation and preparedness;
2. The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, which can systematically contribute to building resilience to hazards;
3. The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

The CDM Policy Framework for Trinidad and Tobago adopts the comprehensive disaster management approach and is supported by an institutional, legal and regulatory framework around this process, to ensure that stakeholders are organized and authorized to implement appropriate programmes, initiatives and activities.
The supporting institutional framework focuses on engaging and enabling all stakeholders to fulfill their roles and responsibilities, and seeks to clarify relationships and linkages.

Several key considerations inform the policy framework and are reflected in the institutional and legislative framework. These include:

- An ‘all hazards’ approach that ensures that the mechanisms and capacity to carry out multi-hazard and vulnerability assessments are in place. Moreover, the policy framework will ensure that all existing and emerging hazards are channelled through the risk management process, thus ensuring that the relevant stakeholders and the appropriate treatment strategies are implemented;

- The Comprehensive Disaster Management policy framework recognizes the need for a specific focus on protecting Critical Facilities. Accordingly, there is a simultaneous rollout of CFP, with close alignment between the two.

- Embedded in the policy framework are initiatives geared towards changing aspects of ‘culture’. Initiatives to be highlighted later will approach behavioural and cultural change through mechanisms that ensure a culture of preparedness and prevention is fostered amongst all individuals. An informed and proactive society will better adapt to and manage risks.

- Another pertinent factor to achieving the optimum level of disaster management is the knowledge management framework that the Comprehensive Disaster Management policy framework seeks to outline and guide. This knowledge management system is critical to ensuring that stakeholders share vital information, conduct useful analysis and provide feedback to influence the comprehensive disaster management process. The uses, sources and bastions of hazard and scientific research information will be structured to ensure that the
public is aware, and that decision makers and action takers are supported with accurate, timely and relevant information.

The Comprehensive Disaster Management policy framework sets the new tone for disaster management in Trinidad & Tobago by identifying gaps in the existing system and the inadequate capacities of stakeholders. The ODPM has evolved from its response-centric beginning as the National Emergency Response Organisation, and the steps the policy framework outlines must be driven by all spheres of government if it is to succeed. The way forward plotted by the Comprehensive Disaster Management Policy Framework will ensure that there is a process of ongoing vigilance, incentives and disincentives to ensure compliance and to regulate behaviours leading to a safer, more resilient Trinidad & Tobago.
PURPOSE OF THE COMPREHENSIVE DISASTER MANAGEMENT (CDM) POLICY FRAMEWORK

The CDM Programme aims to reduce vulnerability, manage hazards and maximize resilience on a national scale.

The purpose of this policy framework is to provide the basis for:

- Articulating the vision and goals of a national disaster management programme
- The Strategic Direction for the national disaster management programme and policies, focusing on “a Comprehensive, all Hazards, all Agencies” approach to disaster management.
- The CDM Work Programme, Institutional Framework and Legal Framework
- The roles, responsibilities, governance and accountability arrangements of the national disaster management authority (ODPM)
- Aligning the strategic direction for disaster risk reduction with international and regional best practices and obligations

VISION (DRAFT)
Comprehensive Disaster Management
Programme for Trinidad and Tobago

A resilient nation whose continuous protection from new and existing threats, posed by all natural and man-made hazards, is integrated into routine practices of individuals, communities, government and public and private sector businesses, in such a manner that the potential effects of disasters on the quality of life of its citizens are greatly mitigated and recovery is rapid and comprehensive.
VALUES

The CDM Programme will be developed and executed in accordance with the following values:

- Maintaining public health, safety and public confidence
- Securing optimum quality of life for all citizens
- Transparency and accountability at all levels of the CFP Programme
- Integrity and consistency of approach
- Securing the country’s national interest and maintaining its economic well being and international competitiveness
- Securing the functioning and continuity of government
- Partnering and collaborating across all levels of government, community and, business, in all aspects of disaster management
- Environmental sustainability.

GUIDING PRINCIPLES OF THE COMPREHENSIVE DISASTER MANAGEMENT PROGRAMME

- Takes a comprehensive, risk management, all hazards approach that focuses on mitigation and rapid recovery
- Priority is given to the most vulnerable
- Development policy integrates disaster management principles
- Disaster assistance is equitable
- Facilitates community involvement
- Driven by all spheres of government
- Established on continuous evolution and improvement
- Consultative decision-making
- Fully reflects current international best-practice
Satisfies Trinidad and Tobago's responsibilities to its regional and international partners

**CDM Imperatives**

1. Embed a national culture of safety and resilience
2. Mainstream Disaster Risk Management in government operations, business and the society
3. Continuously enhance the capacity for Disaster Impact Reduction
4. Continuously enhance the capacity for Disaster Risk Reduction

**Overarching Goals**

1. Secure the needs of the citizens of the country
2. Ensure T&T fulfils priorities as named in the *Hyogo Framework for Action* and the Caribbean CDM operating Framework
3. Ensure T&T observes Guiding Principles of the Caribbean CDM operating Framework
4. Ensure that T&T mitigates against, protects from, reduces the effects of, and is positioned to recover from extreme circumstances caused by disasters, regardless of hazard type

**Objectives of the CDM Programme**

Goals are to be achieved through immediate & long-term objectives:

- A national culture of Disaster Risk Management
- Dynamic partnerships between the public and private sectors and among all stakeholders
- A state of preparedness for impacts of all hazards
- Minimal loss in the event of extreme events or emergencies
- Systems for rapid recovery

The objectives will be supported by an enabling environment consisting of:

- Clearly defined roles and responsibilities of relevant agents, who are empowered by appropriate legislative authority
- Executing agents that are adequately resourced with the relevant people, skills, systems, procedures, equipment, technology, finance, leadership and institutional capacity;
- Relevant legislative authority and culture to enforce the CDM Programme
- Clear, efficient lines of communication, reporting, authority and operating procedures among the responsible agents and stakeholders
- Continuous monitoring, evaluation, reporting and updating.
DISASTER MANAGEMENT FRAMEWORK

International best practice utilizes generic risk management tools to treat with disaster management. A comprehensive approach to disaster management includes these risk management tools and addresses the phases before and after an incident. Activities prior to an incident make up the Disaster Risk Management Phase and activities after make up the Consequence Management Phase, which includes incident management and recovery. Bridging these two phases are the planning and preparation stages. These are guided by the cumulative activities of the first phase and provide the springboard for the success of the second phase.

Figure 1: Disaster Risk & Consequence Management Framework

Diagram adapted in part from Australian Standard AS/NZS 4360:2004

National Disaster Management Authority (ODPM) ➔ (NEOC) ➔ GOVT
Disaster Risk Management Phase includes 4 stages.

1. **Context**: Define the nature and scope of the problem; establish risk management framework
2. **Identify**: Scope and describe hazards/sources of risk, vulnerabilities, potential victims/structures/assets/infrastructure
3. **Assess**: Determine likelihood and consequence of risks; compare them against set criteria; set risk priorities.
4. **Treat**: Identify options; evaluate options; select options
   - Avoid: Eliminate uncertainty
   - Transfer: Transfer liability/ownership
   - Mitigate: Reduce to "acceptable risk"
   - Accept: manage residual and control outcome

For residual risks - Plan & implement risk treatments (a.k.a. planning & preparedness)

**The Disaster Consequence Management Phase comprises 2 stages:**

1. **Response**, including humanitarian assistance and relief
2. **Recovery**, including rehabilitation

In the past, ODPM and its predecessor organizations NEMA and NERO have been focused primarily on impact reduction after a disaster or event has occurred. This CDMPF proposes that Trinidad and Tobago adopts a Comprehensive Disaster Management approach which addresses both the risk and impact reduction aspect of the disaster management process. CDM will incorporate risk management to reduce risk of a disaster prior to an incident. In addition to risk reduction CDM will continue to address impact reduction through the Consequence Management Phase.
Comprehensive Disaster Management is not sequential, rather it is an on-going iterative process that often results in elements being constantly reviewed or modified to accommodate real and changing circumstances. Throughout all stages of this CDM process, there will be continuous monitoring and review, with ongoing communication and consultation among stakeholders, so as to ensure quality control, transparency and assurance to the citizens of Trinidad and Tobago, that their physical well being and their assets are being protected.

HYOGO, CDEMA & THE DISASTER MANAGEMENT FRAMEWORK

The Hyogo Framework and the Caribbean CDM Strategy are both consistent with a risk management approach and underpin the Trinidad and Tobago CDM Programme. The Hyogo Framework is built around five priorities:

Hyogo Framework Priorities for Action

1. Ensure that disaster reduction is a national and a local priority with a strong institutional basis for implementation.
2. Identify, assess and monitor disaster risks and enhance early warning.
3. Use knowledge, innovation and education to build a culture of safety & resilience at all levels.
4. Reduce the underlying risk factors
5. Strengthen disaster preparedness for effective response at all levels

The second session of the Global Platform for Disaster Risk Reduction was held in 2009 as preparation for assessment of progress of the HFA in 2010 – the midpoint of
the action timetable. It was noted that a number of national and regional platforms were being rapidly developed or strengthened to guide and coordinate this action, and the international community was exhorted to support these initiatives and facilitate better access to resources, assistance and expertise as a matter of urgency. The Platform underscored the need for each country to heighten attention to incorporating the multifaceted requirements of risk management into development planning.

The Caribbean’s strategic framework for CDM and the Caribbean Platform for HFA are based on four outcomes with additional focus on regional obligations, as follows:

**Caribbean CDM Outcomes (2007)**

1. **Enhanced institutional support for CDM Program implementation at national and regional levels.**
2. **Establishment of an effective mechanism and programme for management of CDM knowledge.**
3. **Disaster Risk Management has been mainstreamed at national levels and incorporated into key sectors of national economies (including tourism, health, agriculture and nutrition).**
4. **Enhanced community resilience in CDEMA states/territories to mitigate and respond to the adverse effects of climate change and...**

The Trinidad and Tobago Comprehensive Disaster Management Programme will seek to incorporate all aspects of disaster management represented in the Hyogo Framework and operationalised for the Caribbean Regional HFA Platform through the Caribbean CDM programming framework.
Delivering each priority involves undertaking recommended key activities that form major elements of the CDM Programme. The CDM Programme will ensure that Trinidad & Tobago meets or exceeds international standards as prescribed by the Hyogo Framework and CDEMA.

Figure 2: Workstreams Aligned to HFA to & CDEMA
INSTITUTIONAL FRAMEWORK

The CDM programme requires the establishment of a robust institutional framework for success – from foundational elements (such as funding and governance), to project delivery and success tracking. In order to ensure that the programme meets both country needs and international obligations, it will be critical to gain a consensus from all stakeholders on the priority components of the programme.

Multiple agencies at different levels, nationally and locally, play significant roles for implementation of the CDM Programme. To address the need for comprehensiveness, the Institutional Framework for the CDM Programme is aligned along the Hyogo Principles for risk reduction, while honouring existing conventions for impact reduction. Stakeholders will be organized in line with the imperatives of risk reduction and impact reduction, for implementing the CDMPF.

Stakeholder Organization

To deliver on the HFA Priorities, stakeholders will be organized into Workstreams and Task Groups as described in Figure 3 below. Workstreams are to be led by senior executives from the private and public sectors – akin to the Vision 2020 drafting process and will be strategic planning bodies that will oversee the work of Task Groups. Stakeholders – agencies, ministries, NGOs, municipal corporations, SMEs, R&D, education & training institutions – will participate at the workstream level. CDM Task Groups will address Key Activities as outlined under the Hyogo Framework. Task Groups are component parts of Workstreams and will consist of business and government leaders and subject matter experts, chosen from among the relevant stakeholders. Recognising the limited resources available, Task Groups may be assigned Key Activities from one or more Workstream, where the stakeholders and the requirements have significant overlap.
Task Groups will be further subdivided, into **CDM Work Groups**, to perform specific activities related to the steps recommended by **Words Into Action**. **Work Groups** will consist of subject matter experts and business leaders, as appropriate, chosen from among the relevant stakeholders. In cases where there are sector specific issues, Work Groups will form **Sectoral Work Groups**

**Figure 3: Institutional Framework – Strategic, Functional & Operational Groupings**

- **CDM Workstream**: strategic planning bodies, each aligned to a Hyogo Framework Priority, e.g. Workstream 2 will focus on "improving risk information and early warning"
- **CDM Task Group**: operational bodies structured to execute one or more Tasks (akin to Key Activities) as outlined in Hyogo's **Words Into Action**, e.g. an Early Warning Task Group may execute Tasks 2.1 and 2.2 which both address Early Warning
- **CDM Work Group**: sub-divisions of Task Groups which focus on sub-tasks, e.g. Critical Facilities is a Work Group under Task 4.4 (Strengthen mechanisms for improved building safety & protection of critical facilities)
- **Sectoral Work Group**: a sub-division of a Work Group focusing on sector-specific issues, e.g. Energy Sectoral Work Group in the Critical Facilities Work Group

Operationally, Workstreams will be organized in line with the imperatives of risk reduction and impact reduction. Impact reduction will be managed by the Workstreams coming out of:

- **Hyogo Priority 4** - planning for Recovery. *(Recovery will be planned by a Workstream, prior to the incident, but responsibility for recovery will reside with central government.)*
- **Hyogo Priority 5** – Planning, preparedness and response.
The Workstreams and Task Groups will identify and develop the required policies, strategies and plans.

Given Trinidad and Tobago’s vulnerabilities, Critical Facilities Protection (CFP) and Building and Safety Task Groups are of utmost importance, as demonstrated by the earthquake in Haiti. The management of critical facilities is addressed by priority 4 which seeks to reduce underlying risks. One Key Activity related to Priority 4 highlights the importance of protecting critical facilities and government and business continuity. The operational and functional groups involved in the Critical Facilities Protection Programme will be represented in the Workstream that emerges from this priority. CFP has been prioritized for more intense focus and accelerated implementation. The operational and functional groups involved in the CFP Programme will form part of Task Group 4.4.

Figure 4: Example of Workstream, Task Group & Work Group
As disaster and business continuity planning are routinely practiced in the airline and oil and gas industries, there are, within Trinidad and Tobago, pockets that have created a culture and know how to address this priority area. The Workstreams will therefore rely heavily on leadership from these sub-sectors.

In addition to risk management, impact reduction capabilities need to be developed in parallel, through various task groups, aligned with Workstreams for:

1. early warning systems,
2. Impact assessment
3. Response and relief
4. Recovery and rehabilitation

For continuity and seamlessness, it is imperative that the existing arrangements be linked to and aligned with the proposed CDM. The tasks (Key Activities) from Workstream 5 will be conducted in Work Groups that mirror current arrangements. Impact Reduction will be planned for and managed by the Workstream coming out of Priority 5 – planning, preparedness and response. Recovery will be planned for by Task Group 4.7 and managed by Central Government. Taken together, Impact Reduction and Recovery constitute Consequence Management.

Figure 5: Impact Reduction Task Groups & Groups
Governance Structure

The efforts of Workstreams will coalesce at the Disaster Management Advisory Council which will be supported by the national disaster management authority (ODPM).

Figure 6: CDM Institutional Framework

Disaster Management Advisory Council

The Disaster Management Advisory Council (DMAC) is comprised of leaders of selected professional bodies; Subject Matter Experts; leaders of Workstreams, leaders of selected Task Forces and, given its importance, leaders of the Critical Facilities Sector Work Groups. The DMAC is the principal vehicle for broad national participation in the development of both the CDM Programme and CF Plan. It provides technical and strategic advice to the National Security Council. The National Disaster Management Authority, currently ODPM, will facilitate the Disaster Management Advisory Council.
The DMAC is the principal interface between the executive branch of Government on the one hand, and the private sector and civil society on the other. Having been at the core of the planning process, the DMAC will also be central to its monitoring and review. The DMAC will be in the vanguard of the thrust to create a national culture of safety and resilience by its programme of public advocacy. It will also be the principal sponsor of the national research effort in disaster management, funded partially from the public purse and the Council's own efforts to attract private and multilateral resources. In summary the Council's responsibilities include:

(a) supporting the development of the CDM programme
(b) monitoring of CDM programme implementation and progress
(c) evaluation of programme outcomes
(d) leading the triennial review of the CDM and CFP
(e) managing the national research agenda in disaster management
(f) serving as an advisory body to the NSC;
(g) serving as national advocates for CDM
(h) leveraging domestic best practice and localized culture in support of CDM, e.g. safety culture in Oil & Gas industry and airline industries
(i) streamlining sector CF Protection plans,
   - Advising on the Draft National CF Protection Plan
   - Monitoring of CF Protection implementation and programme progress

National Disaster Management Authority - ODPM

Under current arrangements the coordination and leadership of national efforts at disaster management is the remit of the Office of Disaster Preparedness and Management, a division of the Ministry of National Security. The ODPM's existing mandate focuses narrowly on disaster preparedness and response. Post Hyogo, countries have been urged to adopt more ambitious horizons to deploy the full panoply
of disaster management strategies, initiatives, and tools to focus on disaster risk reduction, or Comprehensive Disaster Management.

In addition to treating with a broader spectrum along the disaster management continuum, Comprehensive Disaster Management demands that new elements of the facilitating superstructure be placed under the management of the coordinating agency. The principal new elements include a knowledge management Platform and a Critical Facilities Register. In addition the new dispensation will require that an expanded range of statutory powers be vested in the coordinating agency. These circumstances dictate that that coordinating function be reposed either in a radically reconfigured ODPM. Moreover in fully elaborating the expanded role of the coordinating agency it may be determined that this fully stocked menu of responsibilities may be more efficiently exercised by its evolution from a Division of a Ministry to a statutory authority. The ODPM has been identified as the national disaster management authority and is the agency responsible for developing and implementing the CDM Programme.

**Roles & Responsibilities**

1. Formulate Policy
2. Provide strategic oversight
3. Advise on/Draft Legislation
4. Coordinate WorkStreams and deliverables, e.g. policies, strategies and plans
   a. Provide enabling environment and standards – communications, knowledge management, protocols, etc.
   b. Produce TORs for workstreams
   c. Develop strategies for implementation
5. Report to Parliament, Cabinet, NSC, MNS
   a. ODPM will report to Parliament annually on work programs and
   b. ODPM will give information on readiness and vulnerability assessments.
6. Provide assurance
   a. Exercise quality control, monitoring, auditing etc. for workstreams
   b. Be accountable for readiness and quality of emergency plans, SOPs, information sharing, services & facilities
   c. Maintain current risk and vulnerability assessments
7. Assume required roles in times of emergency, to reflect needs of emergency operations

Organisational Considerations
1. Deliverables
2. Culture
3. Legislative Authority
4. Internal Structure and Reporting
5. Governance & Assurance
6. Adequate capacity to perform its role

Integrated Threat Assessment Centre
In a post 9/11 world, Trinidad and Tobago’s Critical Facilities are exposed to deliberate man-made acts of sabotage and terrorism. Our position as a principal supplier of energy products to countries who are major combatants in the ‘war on terror’ leaves this country susceptible to collateral damage as the foreign interests of the ‘coalition of the willing’ are considered fair game. Nor, as evidenced in our recent past, are we immune to the exertions of ‘home grown terrorists’. In this regard, security intelligence is an indispensable tool in our counter terrorism effort.

In the recent past the Integrated Threat Assessment Centre (ITAC) has been tasked with pooling intelligence resources and data from multiple frontline agencies to upgrade the quality of our threat assessment capability. Owners of critical assets and the NDMA will be some of the primary beneficiaries of this enhanced intelligence capability.
National Security Council

The National Security Council is a sub-committee of Cabinet which is chaired by the Prime Minister and includes the Minister of National Security, selected additional Ministers, Chiefs of national protective services and the Chief Executive Officer of ODPM. Consistent with established arrangements for national Comprehensive Disaster Management, the NSC will be the focal point for Cabinet level responsibility for national CF Protection.

Parliament

The Comprehensive Disaster Management system shall be subject to Parliamentary oversight. NDMA will be required to report to Parliament annually on the state of the country’s disaster preparedness.

Other Stakeholders

The CDM Programme will cover all aspects of setting up a successful institutional framework from foundational requirements, funding and governance, to project delivery and success tracking. In order to ensure that the programme meets both country and international needs, it will be critical to gain a consensus from all stakeholders on the priority components of the programme. Through continued engagement, stakeholders will work in closer collaboration, identifying the necessary resources. A system of control mechanisms for quality assurance will be established within the institutional framework.

Key stakeholders within the CDM institutional framework include:

- ODPM
- Central Government (Government Ministries and Agencies)
- Municipal Corporations
- Communities
- Regulators
Knowledge Management Platform

Identifying, assessing, risk treatment of hazards and vulnerabilities and planning and preparing for the potential impact of residual risk require access to, processing, analysis and dissemination/communication of many varied pieces of information, from a wide range of sources. Key to decision making and taking actions to reduce risks or the impact of an incident will be a high quality, effective knowledge management system and communication strategies. These will involve collaboration among local, regional and international stakeholders, including professional bodies, scientific, research, technical and educational institutions, multilateral and intelligence agencies, regulators, subject matter experts, government, businesses, civil society organisations, the media and citizens.

An enabling vehicle, that will assure the accuracy, timeliness and comprehensiveness of information will require a Knowledge Management platform, that is underpinned by people (experts, included) working in an environment that fosters a culture of sharing and supporting, and which is facilitated with adequate systems, procedures and technology.
The KM Platform will be facilitated and managed by the national disaster management authority (ODPM), with support from other agencies, for intelligence, including the Integrated Threat Assessment Centre (ITAC). Figure 7 illustrates the role and relationships of the Knowledge Management Platform.

Figure 7: Integrated Knowledge Management Platform
LEGAL AND REGULATORY FRAMEWORK

The CDMPF and its proposed institutional arrangements can only be effective if supported and empowered by a robust legal and regulatory framework (L&RF). The CDM Programme will develop the legal and regulatory framework required to enable CDM and to authorise the responsible agencies. This will draw upon the Caribbean CDEMA's draft model legislation for member countries.

The Disasters Measures Act 1978 is currently the primary piece of legislation that attempts to address the issues and challenges presented by hazards and their impacts. This Act focuses almost exclusively on response to an event. In addition diverse subsidiary legislation exists and governs more specialized hazard management activities and the responsibilities of agencies who contribute to the treatment of hazard impacts. Hazard management is only implied by these pieces of legislation and there is no cohesive link between the primary and subsidiary legislation. There is also no proactive strategy to fully understand or classify the changing hazard risk profile of the country and utilize this information in policy, legislation and regulation development. The legal and regulatory regime must therefore expand its focus if it is to support all elements of comprehensive disaster management.

Several elements constitute the L&RF and their existence and fair and robust application are essential to the working of any disaster management programme. The major elements, currently largely absent, in disuse in many segments of society and industry, or selectively applied to certain activities or limited aspects of the disaster management framework are:

- Legislation
- Regulations
- Standards
- Codes
• Licenses
• Inspections

The effectiveness of the L&RF will be enhanced by the enforcement of these elements across the entire disaster management spectrum.

Figure 8: Risk Management - some control considerations

These elements are supported and given effect by policies and procedures within organisations and across industry sectors. The organisations should:

➢ Establish new disaster management legislation and regulations in support of CDM
➢ Align subsidiary and associated legal instruments with the imperatives of the evolving CDM Programme, via omnibus legislation to CDM legislation
➢ Ensure the development and application of appropriate standards, codes and procedures across the entire risk management spectrum for government and business, including:
  o government and business continuity
  o transparency, accountability and reporting
➢ Empower ODPM to deliver on its new, expanded mandate
Empower all stakeholders to deliver on their responsibilities by:

- Clarifying roles and responsibilities
- Specifying responsible authority, where necessary
- Stipulating and making provision, to support delivery of the work programme, for:
  - capacity requirements (inspectors, licensed operators, etc.) to support delivery of all aspects of CDMP
  - access to funding, via budgetary process
  - enabling and requiring quality assurance re compliance and reporting
- Establish emergency protocols
- Establish information sharing and confidentiality protocols

Encourage and solidify a systemic cultural and behavioural change of disaster management stakeholders and the general public of Trinidad & Tobago

Enable quality assurance re: adherence to regulations, codes, standards, licenses, etc.

In addition to the legislation, existing regulations, standards, codes and licenses will be reviewed to ensure that:

- They represent international and regional best practices;
- Gaps in enforcement, training and public education are identified and remedied;
- New developments, ideology, strategies and scientific research are routinely reviewed and utilized to inform the existing legal regulatory framework
- There is a clear distinction and appropriate approach to voluntary standards and compulsory standards

Recommendations from the Workstreams will inform updating of the legal and regulatory framework.
THE WAY FORWARD: IMPLEMENTING THE CDM PROGRAMME

This CDMPF has built upon previous work done by and for the ODPM. The next stage will include the following priority focus activities:

CDM Priority Focus Areas

1. Draft legislative briefs and/or legislation for CDM
2. ODPM Strategic Plan, including organisation structure and capacity requirements
3. Stakeholder Engagement (Hyogo Principle1)
   - Develop & get approval for draft policies, strategies & plans for public consultations and advocacy
   - Stakeholder Relationships Management
4. Critical Facilities Protection Plan
5. Emergency Communications:

Community Outreach and Training Plans and operating plans and procedures will be developed and implemented, as will continuous improvement processes for both internal and external stakeholders. A review for existing Standard Operating Procedures (SOP) will also be established.