



*World Bank/OECS Emergency Recovery and Disaster Management Project*

# **Government of Saint Lucia**

## **Donations and Importation of Relief Supplies Policies and Guidelines in Saint Lucia after Disasters**

*Document of the Saint Lucia National Emergency Management Plan*

*Rev. February 10, 2005 / May 4 2005*

*Developed by NEMO Secretariat*

*Part 1 based upon a model Donations Policy by the Coordinating Unit of the Caribbean  
Disaster Emergency Response Agency*

*Part 2 based upon the Barbados Protocol for Emergency Assistance to Countries affected by  
Disasters - 2004*

**Cabinet Conclusion 649/2007**  
**Authorised the 2007 National Emergency  
Management Plan for Saint Lucia**



## Table of Contents

Acronyms/Abbreviations .....	5
<b>PART 1 - RECEIPT OF DONATIONS .....</b>	<b>7</b>
<b>I. Donations Guidelines .....</b>	<b>7</b>
1. International Assistance, Donations and Importations, Definitions. ....	7
2. Disaster Recovery.....	9
3. International Disaster Assistance.....	9
3.1- Types of International Assistance .....	9
3.2. Disaster Relief Elements.....	10
4. Objectives. ....	11
5. Assumptions .....	11
6. Roles and Responsibilities:.....	11
7. Hazard Impact versus Likely Requirements. ....	12
8. Stock and Existence of Likely Requirements. ....	13
9. Warehousing and Donations Tracking. ....	13
10. Training.....	13
11. Damage Levels. ....	14
12. Determination of the Relief Elements Needed (Need List). ....	15
12.1. National Emergency Management Organisation (NEMO) .....	15
12.2. Damage and Needs Analysis Disaster Committee .....	16
12.3. Supply Management Disaster Committee .....	16
12.4. Needs List. ....	16
13. Request for International Assistance .....	17
14. Ports of Entry.....	18
15. Movement of Personnel.....	18
16. Movement of Goods. ....	19
17. Movement of Money. ....	19
18. Handover and Stand Down.....	19
19. Review after an Incident. ....	20
<b>II Donations Policies and Procedure for the Importation of Relief Supplies .....</b>	<b>20</b>
20. Donations Policies. ....	20
21. Procedure for the Importation of Relief Supplies. ....	22
22. Conclusions.....	23
<b>PART 2 - PROTOCOL FOR EMERGENCY ASSISTANCE TO COUNTRIES AFFECTED BY DISASTERS .....</b>	<b>24</b>
1.0 Introduction.....	24
2.0 Institutional Framework.....	24
2.1 Role of Committee.....	25
3.0 Types of Disaster Assistance .....	25
3.1 Money.....	25
3.2 Goods/Equipment .....	26

- 3.2.1 Movement of Goods .....26
- 3.3 Technical Assistance .....26
  - 3.3.1 Movement of Personnel.....27
- 4.0 Reporting .....27
- 5.0 Supply Management Disaster Committee .....27
  
- Appendix 1: NEMO Clearance Letter .....28
- Appendix 2: Guidelines for Appropriate International Disaster Donations .....29
- Appendix 3: Post Office MoU.....31
- Appendix 4: Levels of Regional Response.....34

## Acronyms/Abbreviations

ADRA	The Adventist Relief Agency
CARICOM	The Caribbean Community
CDB	Caribbean Development Bank.
CDERA	Caribbean Disaster Emergency Response Agency
CDRU	CARICOM Disaster Relief Unit
C&W	Cable and Wireless.
CMC	Hospitality Industry Crisis Management Centre
CMT	Hospitality Industry Crisis Management Committee
CMU	Hospitality Industry Crisis Management Unit
DANA	Damage Assessment and Needs Analysis
DEOC	District Emergency Operations Centre
DHA	UN Department of Humanitarian Assistance (nowadays OCHA)
DPRA	Disaster Preparedness and Response Act (Saint Lucia)
DRC	Disaster Research Centre. University of Delaware. USA.
ECDG	Eastern Caribbean Donor Group
ECHO	European Commission Humanitarian Office
EOC	Emergency Operations Centre
EU	European Union
FAHUM	Humanitarian Allied Forces Exercise
GIS	Government Information Systems
GOSL	Government of Saint Lucia
HAZMAT	Hazardous Materials
H&W	Health and Welfare
HOC	Humanitarian Operations Centre (also known as HCC)
HP	The Saint Lucia National Hurricane Plan
IMO	International Maritime Organisation.
IADB	Inter American Development Bank
ICS	Incident Command System
IDNDR	International Decade for National Disaster Reduction
IDRA	International Disaster Relief Assistance
IEOC	International Emergency Operations Centre of Saint Lucia
IFRCRCS	International Federation of Red Cross and Red Crescent Societies.
MCDA	Military and Civil Defence Assets
LUCELEC	Saint Lucia Electricity Services LTD.
MSF	Médecines Sans Frontier (Doctors Without Borders)
NDO/NDMO	National Disaster Management Organisation
NDMP	Saint Lucia National Disaster Management Plan (1996)
NEMAC	National Emergency Management Advisory Committee
NEMO	National Emergency Management Office
NEOC	National Emergency Operations Centre
NGO's	Non-Governmental Organisations
NHMC	National Hazard Mitigation Council
OCHA	UN Office for the Co-ordination of Humanitarian Affairs

OECS	Organisation of Eastern Caribbean States
OFDA	Office of US Foreign Disaster Assistance
OSC	On-Scene Commander
PAHO	Pan American Health Organisation
PSEOC	Private Sector Emergency Operations Centre of Saint Lucia
PM	The Honourable Prime Minister of Saint Lucia.
PS	Permanent Secretary
REMPEITC	The Regional Marine Pollution Emergency Information and Training Centre Wider Caribbean. International Maritime Organisation.
RSS	Regional Security System
RSLPF	Royal Saint Lucia Police Force
RSTS	Relief Supplies Tracking System
SITREP	Situation Reports
SLASPA	Saint Lucia Air and Sea Ports Authority
SLHTA	Saint Lucia Hotel and Tourism Association
SLTB	Saint Lucia Tourist Board
SLUNEMP	Saint Lucia National Emergency Management Plan (2002)
SOP	Standard Operation Procedures
Southcom	The US Southern Command
SRU	Seismic Research Unit
SUMA	Supply Management System (PAHO software)
UN	United Nations
UNDP	United Nations Development Programme
UNDRO	United Nations Disaster Relief Office (later DHA; nowadays OCHA)
UNICEF	United Nations Children's Fund
UWI	University of the West Indies
WASCO	Water Supply Company. Saint Lucia.
WB	The World Bank
WFP	World Food Programme
WHO	The World Health Organisation
WIGS	West Indies Guard Ships (UK)
WR&R	Works, Rehabilitation and Reconstruction.

# PART 1 - RECEIPT OF DONATIONS

## I. Donations Guidelines

### 1. International Assistance, Donations and Importations, Definitions .

In order to clarify the relations between international assistance and disasters we will provide a few definitions:

Assisting State or organisation: means the State or organisation providing IDRA.

Disaster International Assistance: the assistance in terms of personnel, expertise equipment, materials and/or money given to a country that has been stricken and damaged by a natural or a man-made hazard in order to:

- (a) satisfy the needs of the population such as water, food, shelter and clothing,
- (b) rehabilitate services affected and interrupted and
- (c) reconstruct buildings and infrastructure damaged or destroyed by the hazard impact.

Disaster International assistance can be donated or loaned. That is, some assistance has to be repaid or restored to the country/organisation that provided it and some other assistance will be donated.

Disaster Donations: donations given to a country after the impact of a hazard which will assist that country in their activities of relief, rehabilitation and/or reconstruction.

Disaster importations: Goods brought from outside the country from an organisation from within a country that has been affected by a hazard impact with the purpose of using it for the population's relief or for the country's rehabilitation and reconstruction.????(I do not understand this statement

Disaster Relief: In any disaster there are two sets of needs to be met. The first set concerns the immediate life supporting needs and the second concerns more long-term rehabilitation needs.

Six Immediate Needs: Although the degree and importance of the basic needs may vary in magnitude and priority from one disaster to another, they are often the same:

- Safe and adequate water supply and disposal;
- Sufficient shelter (including 'mobile shelter'; clothing);
- Adequate food;

- Health and social care;
- Search and Rescue;
- Protection from violence and harassment.

Donors: Countries or organisations that give donations to a country.

General Disaster Management Assistance: the assistance in terms of personnel, expertise, equipment, material, and/or money to a country in order for a country to better conduct its disaster management activities such as disaster management information, mitigation, preparedness, response and/or recovery.

Humanitarian Assistance: is assistance that is willingly given, without requiring reciprocal financial or political gain, for the purpose of alleviating human suffering amongst those least able to withstand the stress and suffering caused by a disaster...It encompasses both the provision of basic life supporting services and rehabilitation activities...It is given in the spirit of humanity and in partnership with the affected population in a manner which recognises their fundamental human rights.

International Disaster Relief Assistance (IDRA): means material, personnel and services provided by the international community to a Receiving State to meet the needs of those affected by a disaster. It includes all actions necessary to grant and facilitate movement over the territory, including the territorial waters and airspace, of a Transit State. It is exclusively humanitarian and impartial in character. It is based on the respect of the principle of sovereignty of States and is executed without discrimination of any kind based on race, colour, sex, language, and political or religious convictions.

International assistance: the assistance in terms of personnel, expertise, technology, equipment, materials and/or money provided from one or several countries or organisations to a country that needs and requests it for its own development and improvement in a specific area.

International Donations: The international assistance that does not need to be paid back to the country or organisation that provided it. Donations stay in the recipient country for a specific purpose.

Military and Civil Defence Assets (MCDA): comprise relief personnel, equipment, supplies and services provided by foreign military and civil defence organisations of IDRA. Further, civil defence organisation means any organisation that, under the control of a Government, performs the functions enumerated in paragraph 61 (Civil Defence) of Additional Protocol I to the Geneva Conventions of August 12, 1949.

Receiving State: a State that has requested or concurred with the offer of IDRA.

Rehabilitation: refers to the actions taken in the aftermath of a disaster to enable basic services to resume functioning to assist victims' self-help efforts to repair physical damage and community



facilities, to revive economic activities and provide support for the psychological and social well being of the survivors.

Relief Personnel: Relief personnel comprise those individuals, groups of individuals, teams and constituted units executing IDRA.

Relief Supplies: Relief supplies comprise goods, such as survival items, temporary shelters, foodstuffs, medical supplies, clothing and other material required for IDRA.

Relief Services: Relief Services are capabilities, arrangements and systems required to support and facilitate IDRA. They include, *inter alia*, logistics, telecommunications and air-traffic control.

Transit State: any State whose territory, including its airspace and/or territorial waters are traversed for the delivery of IDRA.

## **2. Disaster Recovery**

Disaster Recovery comprises three different activities/stages: relief, rehabilitation and reconstruction:

- Relief: Immediate activities to satisfy the immediate needs of the population to survive.
- Rehabilitation: Immediate and short term activities to restore services and public utilities.
- Reconstruction: Long-term activities to rebuild infrastructure damaged (housing, communications, ports).

## **3. International Disaster Assistance**

### **3.1- Types of International Assistance**

(Taken, and modified, Carter, Nick. Disaster Management. Asian Development Bank. 1991.)

International assistance can be divided as follows:

- ✓ Assistance in prevention/mitigation
  - Structures
  - Building monitoring or warning systems
- ✓ Assistance in preparedness
  - Planning
  - Organisation
  - Training
  - Systems and facilities
  - Equipment
- ✓ Assistance in Response/Relief/Rehabilitation
  - Assistance in monitoring and warning
  - Post-impact survey and assessment: personnel, aerial transportation.

- **Provision of emergency equipment and supplies: communications, generator, clothing, shelter materials, water, food, transport, medical supplies, etc.**
- **Provision of emergency teams: Medical, defence force, other specialists**
- **Provision of funds: donations of money.**
- ✓ Assistance in Reconstruction Programmes
  - Financial aid: credits
  - Building materials
  - Technical equipment
  - Agriculture rehabilitation
  - Extended feeding programmes
  - Specialists or specialists teams

Here, in this document, we will focus on international assistance for recovery and, particularly, on donations in relief, rehabilitation and reconstruction (highlighted above).

### 3.2. Disaster Relief Elements.

The elements/goods comprised in disaster relief are the following:

Disaster Relief Elements
1.- Personnel/Teams
2.- Water
3.- Food
4.- Shelter materials
5.- Medicines
6.- Clothing
7.- Equipment and materials
8.- Vehicles/vessels/aircrafts
9.- Funds

**Table 3.1. General Disaster Relief Elements**

Although all of them can be donated (donations) some of them could be imported, we will only include in importations, then, the following:

Relief Elements that can be Imported after a Disaster.
1.- Water
2.- Food
3.- Shelter materials
4.- Medicines
5.- Clothing
6.- Equipment and materials
7.- Vehicles/vessels/aircrafts

**Table 3.2. Relief Elements that can be imported.**

#### **4. Objectives.**

- 1 To provide victims of disasters with as much support as possible, by efficient and effective channelling of offers of public assistance by facilitating co-operation among public sector agencies, the private sector and non-governmental organisations
- 2 To ensure donations are used to meet specific needs of the country in case of an emergency or a disaster.
- 3 To promote cash donations as a preferred medium for facilitating appropriate aid to the disaster areas
- 4 To establish mechanisms that allow for preferred goods and services to reach designated staging areas, reception centres and warehouses based on the reliable needs assessment and priority setting as directly as possible
- 5 To link donations management to effective needs analysis and damage assessment as well as relief distribution policies.
- 6 To link the Supply Management Disaster Committee with the District Disaster Committees to optimise supply management in case of a disaster.
- 7 To establish the mechanisms for an adequate and speedy process for importation of goods needed, with the approval of NEMO, and the waiving of duty taxes within the whole disaster relief process conducted by NEMO after a natural disaster.

#### **5. Assumptions**

The strategy being proposed is based on the following assumptions:

- 1 A recognition of the importance of co-operation among public sector, private sector and Non-governmental organisations in the pre and post disaster planning
- 2 Agreement that cash donations are preferred above all other forms of donations response
- 3 That all donations are in support of national activities
- 4 That there is a strategy for undesignated donations

#### **6. Roles and Responsibilities:**

Primary Responsibility:

The responsibility for these guidelines and their implementation relies on the National Emergency Management Office NEMO.

Secondary responsibilities fall on:

- Chairperson of the Supply Management Disaster Committee
  - For identifying likely requirements after a disaster and their existence in the country
  - For training personnel in SUMA and warehousing management
  - For establishing a National SUMA team
  - For determining the needs list after a disaster with the assistance of NEMO and other Committees in the EOC.
  - For tracking supplies
- Chairperson of the Damage and Needs Analysis Committee.
  - For determining the damage assessment after a disaster and assisting in preparing the 'needs list'
- Director of the NEMO
  - For determining the 'needs list'
- EOC members:
  - For providing any assistance needed for damage and needs assessment, the preparation of the needs list and the request, receipt, stock, sorting, security, transportation, tracking and final distribution of supplies.
- Chairperson of the Transportation Committee
  - For providing transportation for the distribution of relief goods.
- Ministry for External Affairs
  - For issuing the International pleas of assistance based on the needs list.
- Customs:
  - For receiving relief supplies goods and ensuring that they are included in the needs list.
  - For ensuring that imported goods claimed to be for the disaster relief and that demand duty free status have an appropriate declaration signed by the Director of NEMO or the Cabinet Secretary.
- SLASPA.:
  - Facilitate easy entrance of donations ensuring that they have safety, security, storage and warehousing

## **7. Hazard Impact versus Likely Requirements.**

For every hazard impact we can know, by experience or by designing disaster scenarios, what is likely to happen and what vulnerable elements can be affected: population, infrastructure, facilities, services, environment and economy.

Emergency/Response and relief activities are not the product of guessing or mere coincidence; they respond directly to the specific damage that can be caused by a specific phenomenon of specific characteristics: if a hazard is predictable, then we have warning, notification and evacuation; if we have to evacuate, we need shelters and shelter management; if the hazard is likely to produce deaths and injured people, we must then plan for medical attention and internment of the dead, etc.

Emergency response and relief activities are known before the impact of a hazard. This is what gives emergency planning an opportunity to be accurate in terms of defining the activities that have to be executed before, during and after a specific hazard's impact. We have, also, the opportunity to assign responsibilities, to train personnel and to test our resources.

In the same way, if we know what emergency response and relief, and rehabilitation activities we might need to execute, we can also know what resources we would need to execute that specific activity. Also, we can know what kind of international assistance elements would be needed for relief, rehabilitation and reconstruction. The big question here in every disaster is whether we need such assistance, can we provide this assistance from in-country sources or not? The fact that some items will be needed or are needed, does not immediately presume that the assistance has to come from abroad.

### **8. Stock and Existence of Likely Requirements.**

We have identified, the likely requirements we would need in the event of a disaster; that is, what items we would need for relief, rehabilitation and reconstruction.

Once we know beforehand what would we need in the case of a disaster, the next step is to find out where these items are located in the country and how we could mobilise persons to provide relief using internal resources.

We have to identify where the needed items are and how organisations which provide them to the population in times of peace, could provide them in times of emergency or disasters.

### **9. Warehousing and Donations Tracking.**

Warehouses have to be identified and their capacity evaluated. How many, location, capacity and items they have or they could store. It has to be determined beforehand, if possible, what items would go to which warehouses. In any case, a tracking system of the goods that arrive at the ports of entry and the goods that are stocked must be kept either by SUMA or by any other system.

The principles of the Relief Supplies Tracking System (RSTS) and Supplies Management (SUMA) should be engaged to ensure that donations match requests in type and quantity. This is an Emergency Operations Centre assigned task.

### **10. Training**

Training should be provided to all personnel involved in the international assistance request process. Main training courses are:

- DANA. It has to be ensured that personnel are not only trained in structural damage assessment but also in needs assessment for relief and rehabilitation.

- SUMA. It has to be ensured that a permanent SUMA team with enough personnel and equipment is permanently established.
- Warehousing. Management of supplies.

### 11. Damage Levels.

International assistance request depends on the impossibility to satisfy the needs of society after a disaster with in-country resources.

The needs assessment has to be made by comparing damage with existing needs in the country.

In the following table we can see the different levels of international assistance request based on the damage caused and the needs of the country after assessing the national capacity to satisfy them.

**Table. 11.1.**  
**Need for international assistance and donations per damage level.**

<b>Damage level</b>	<b>Results after /threat impact of hazard</b>	<b>International assistance needed</b>	<b>Donation items needed</b>
<b>Level 1: Emergency without damage</b>	None	None	None
<b>Level 2: Emergency with damage.</b>	Slight damage. Relief needs can be provided by the country. Possible rehabilitation needs.	None for relief. Rehabilitation assistance needed. None for reconstruction	Specialised personnel and equipment for rehabilitation. Money donations for rehabilitation.
<b>Level 3: minor or localised disaster.</b>	Great damage. The country cannot provide some or all relief needs. Services affected. Rehabilitation needed.	Relief assistance needed. Rehabilitation assistance needed. None for reconstruction.	Relief items for the population affected.  Specialised personnel and equipment for rehabilitation. Money donations for relief and rehabilitation.
<b>Level 4: Disaster</b>	Great damage and devastation. The country cannot provide relief needs. Personnel and equipment not enough for rehabilitation in the country. Infrastructure destroyed: Resources needed for reconstruction.	Relief assistance needed. Rehabilitation assistance needed. Reconstruction assistance needed.	Relief items for the population affected.  Specialised personnel and equipment for rehabilitation. Money donations for relief, rehabilitation and reconstruction.

**Table 11.2.**  
**Needs List Elements and Donors to Contact per Damage Level.**

<b>Damage level</b>	<b>Results after threat / impact of hazard</b>	<b>Contents of need list</b>	<b>Donors to contact.</b>
<b>Level 1: Emergency without damage</b>	None	<b>None.</b>	None
<b>Level 2: Emergency with damage.</b>	Slight damage. Relief needs can be provided by the country. Possible rehabilitation needs.	<b>List of services to be rehabilitated.</b> <b>List of experts needed</b> List of equipment and materials needed for rehabilitation. Money estimate for rehabilitation. Bank account #.	ECDG
<b>Level 3: minor or localised disaster.</b>	Wide damage. The country cannot provide some or all relief needs. Services affected. Rehabilitation needed. Some buildings might be affected but there's no need of a generalised reconstruction.	<b>List of relief needs</b> <b>List of services to be rehabilitated.</b> <b>List of experts needed</b> List of equipment and materials needed for rehabilitation. Money estimate for relief and rehabilitation. Bank Account #.	ECDG
<b>Level 4: Disaster</b>	Great damage and devastation. The country cannot provide relief needs. Personnel and equipment not enough for rehabilitation in the country. Infrastructure destroyed: Resources needed for reconstruction.	<b>List of relief needs</b> <b>List of services to be rehabilitated.</b> <b>List of experts needed</b> List of equipment and materials needed for rehabilitation. <b>Initial money estimate for relief and rehabilitation. And reconstruction; bank Account #</b> Later more detailed cost estimate with ECLAC.	ECDG International Community. Missions abroad. International pleads for assistance.

## **12. Determination of the Relief Elements Needed (Need List).**

### **12.1. National Emergency Management Organisation (NEMO)**

The National Emergency Management Organisation (NEMO) in Saint Lucia is responsible for having the Nation in a state of preparedness in the event of an emergency; also for responding to the needs of the Nation after a disaster and co-ordinating the response at local, regional and international levels.

During an event, NEMO is part of a larger network that comes into existence to respond to a disaster.

NEMO is responsible for the co-ordination of all response activities before, during and after the impact of a hazard. This is done from NEMO headquarters and, if it is activated, from the EOC.

NEMO is responsible, with the assistance of the EOC and its members, for ensuring that damage assessment and needs are assessed after a hazard's impact, and a needs list is prepared.

### **12.2. Damage and Needs Analysis Disaster Committee**

After the impact of a hazard, immediate damage and its consequences must be assessed.

Needs depend directly on the damage caused, since such damage reduces the possibility of satisfying the normal demands of society.

Damage must not only be assessed initially in terms of cost of structural damage but also in terms of reduction of water supply, food stocks and reduction of food distribution capacity.

This Disaster Committee is responsible for assessing damage in Saint Lucia after the impact of a hazard in terms of elements damaged and cost estimate, to determine type and amount of assistance needed for relief, rehabilitation and reconstruction.

### **12.3. Supply Management Disaster Committee**

This Disaster Committee is responsible for managing (receipt, storage, sorting, transport and distribution) relief supplies (national and foreign) after a disaster.

The Supply Management Committee will work closely with the Damage Assessment Committee in the EOC in order to compare damage and needs versus existence of local relief supplies in order to establish the need for international assistance or not.

### **12.4. Needs List.**

After a disaster, then, it is in the EOC that the damage and needs assessment is conducted with information from field teams and from the several national and district disaster committees. It is NEMO and the EOC who finally will determine what the extent of the damage is and what the needs for the country are for relief, rehabilitation and reconstruction.

The needs list is compared, then, to the existing resources in the country and only if they are not adequate or sufficient then NEMO and the Ministry for External Affairs would make a request for international assistance.

After the damage and needs assessment has been done, then, the 'needs list' should be prepared by:

- ✓ Considering the damage occasioned by the hazard
- ✓ Considering the needs caused by that damage



- ✓ Considering the existing capacity of the country to satisfy those needs

That is, it should not be assumed immediately that everything needed has to come from abroad. This would not benefit the population in need, since persons would have to wait for external assistance when the country can supply the goods they need.

See tables 11.1 and 11.2.

### **13. Request for International Assistance**

The request for international assistance must be made after the damage and needs assessment and after being absolutely certain that the country cannot provide the type or amount of items needed as a result of the impact of the hazard.

The needs list will be prepared by the EOC and will be sent to the ECDG by NEMO. At all times the Ministry of Foreign Affairs will be informed in the EOC about the needs list and the international assistance offered and received in the country.

It is the responsibility of the Ministry for External Affairs, however, to make the international pleas for assistance to the international community through its missions in other countries and in regional and international organisations.

Permanent contact and copy of the needs list and pleas have to be sent by NEMO to SLASPA and Customs to be distributed to the ports of entry so only the requested items would be accepted after consultation with NEMO if it is required.

See tables 11.1 and 11.2.

Immediately after a disaster, CDB will assign its staff to participate in meetings organised by disaster relief and coordinating agencies. The President will have the authority to approve a grant to CDERA to assist that organisation's efforts in undertaking rapid initial assessment, and in providing emergency relief to the affected Borrowing Member Countries [BMC] [with the exception of the Cayman Islands (CI) which is not a member of CDERA]. The grant will be in an amount not exceeding \$100,000 per disaster event.

Goods and services are eligible for procurement from the proceeds of the grant. CDB's guidelines for Procurement shall not apply in the procurement of such goods and services. Temporary remediation shall be identified as such, its appropriateness justified, and its timely upgrading provided for in the subsequent rehabilitation phase. Where CDB proposes to use resources from lines of credit provided by other IFIs, special procurement arrangements will be negotiated with those IFIs.

CDB will endeavour to make the earliest contact with the Government of the affected country through an initial letter indicating:

- (a) that a grant would be made to CDERA or GOCI;
- (b) CDB's willingness to consider further financial assistance for the recovery effort; and

(c) that the Government should submit an application for such financial assistance.

On receipt of an application for financial assistance, the President will be authorised to approve an emergency loan of an amount not exceeding \$500,000, at a concessionary rate, to the Government to meet its expenses for the clearing and cleaning of affected areas and for emergency restoration of services. The following special procedures will govern this facility.

#### **14. Ports of Entry**

Ports of entry for international assistance have to be identified. In Saint Lucia the airports are two: G F. Charles Airport in Vigie and Hewanorra International Airport in Vieux Fort. The main seaports are Castries and Vieux Fort.

Other ports can be used depending on the availability and damage to the previously mentioned ports and according to specific needs after the disaster

#### **15. Movement of Personnel**

Personnel coming into the country should notify the Ministry of External Affairs and NEMO BEFORE they arrive in the country.

Initially, members of the ECDG would arrive in the country for the initial damage assessment: CDERA, OFDA, PAHO. They should contact NEMO immediately and work in co-ordination. They should brief NEMO BEFORE they leave the country in order to agree on the initial damage assessment.

The EOC in Saint Lucia and its members will be responsible for the receipt, storage, transportation and final distribution of supplies. Main responsibility falls on the Supply management Disaster Committee with the assistance of the Transportation Committee, Damage and Needs Assessment Committee and the Royal Saint Lucia Police Force.

In the event of a disaster, if disaster relief personnel (civil and/or military) would arrive from neighbouring countries, from countries outside the Caribbean Region and/or from International Organisations, they have to be requested by Saint Lucia. Once in the country they will be under the co-ordination of NEMO and would have to be deployed to where they are needed considering decisions from NEMO and the EOC. Such personnel will be regulated by the following articles and those others applicable for CDERA Participating States as stated in the DPRA:

Article 15: Disciplined Forces

Article 16: Direction and Control of Assistance

Article 17: Competent Authorities and Contract Points

Article 18: Confidentiality and Public Statements

Article 19: Costs of providing assistance

Article 20: Termination of Assistance

Article 21: Privileges, Immunities and Facilities to be accorded by a sending State and its Personnel

Article 22: Transit of Personnel, Equipment and Property

Article 23: Claims and Compensations

For non-CDERA Participating States and International Organisations, personnel should be treated and must behave in accordance with the Oslo Guidelines, its annexes and addendum “Principles of Humanitarian Aid and Recommended Code of Behaviour for Military and Civil Defence Personnel in International Disaster Relief Assistance in Times of Peace”. Relief personnel would be granted the status of expert on mission for the United Nations according to the Convention on the Privileges and Immunities of the United Nations of 13 February 1946.

### **16. Movement of Goods.**

Movement of goods will be regulated and prioritised according to the needs identified in the EOC. Priority is to be given to relief items: water, food, shelter items, etc. and to the communities and areas that need them the most as evaluated by the initial damage assessment, ulterior damage and needs assessments and by the information and decisions taken in the EOC, with information from their field teams, the District Disaster Committees and the communities themselves.

If other countries’ teams and NGO’s intend to distribute goods to affected communities, this must be done with previous notification and authorisation from the EOC in order to optimise resources and avoid duplication of efforts and waste of supplies.

NGO’s bringing and/or accepting donations are responsible for:

- ✓ Accepting only donations needed
- ✓ Off-loading, storing, sorting, packaging, distributing and accountability for donations they accept.
- ✓ Securing warehouses and distribution centres
- ✓ Informing the EOC of donations received and distribution and storage problems.

### **17. Movement of Money.**

Set up a disaster fund and NEMO Secretariat will assist with the Damage Assessment and Needs Analysis.

### **18. Handover and Stand Down**

In a disaster, after the EOC is deactivated, it is considered to continue certain activities through a Task Force formed with those members that are involved in the problems whose solution will take long-term activities, mainly rehabilitation and reconstruction. In the case of a major disaster, this could include relief as well.

Eventually, a Reconstruction Committee will have to be formed with the organisations directly involved in the reconstruction process. NEMO will then hand over responsibilities to the Chairperson of the Reconstruction Committee (The Prime Minister); however, the Committee will still have to report regularly to NEMO and to the donors about the activities executed and budget management.

### **19. Review after an Incident.**

Besides other meetings to revise the disaster effects and the general disaster response, these guidelines will have to be reviewed after each incident in which donations were made. A specific meeting will be held, chaired by NEMO and with the participation of the Chairpersons of the Disaster Committees of Damage and Needs Assessment, Supply Management and Transportation, the Ministry of External Affairs, Customs and any other organisation involved in the request, receipt, stock, transportation and distribution of international disaster assistance.

## **II Donations Policies and Procedure for the Importation of Relief Supplies**

### **20. Donations Policies.**

CONSIDERING:

That the country of Saint Lucia is prone to several hazards;

That Saint Lucia has been impacted in the past by different hazards with adverse effects on the population, services, infrastructure and the environment;

That Saint Lucia can be impacted by hazards in the future;

That, depending on the magnitude of the hazard, on the vulnerability of structures and communities impacted and the response capacity of disaster management organisations there can be adverse effects on the population, services, infrastructure, the environment and the economy;

That the damage caused by the impact of a hazard can vary, and that although a disaster is not always the result, there is the possibility that because of the magnitude of the hazard and the vulnerability of the elements impacted is such that the consequent damage can create a state of disaster;

That if a disaster occurs in Saint Lucia, there would be the need for disaster relief for the affected population, the need to rehabilitate services and public utilities affected and the need for the reconstruction of the infrastructure damaged or destroyed;

That in this case, there could be the need for requesting foreign assistance from the international community;

That the Eastern Caribbean Donor Group is the entity that comprises all international and regional organisations and donors that would provide assistance to Caribbean countries in the event of a disaster;

That there is need to establish clear mechanisms between Saint Lucia and the Eastern Caribbean group of donors for the faster and more adequate ways for assessing, requesting and providing the assistance Saint Lucia would need in the event of a disaster;

That there is need to establish clear criteria for the optimisation of the request and receipt of international assistance ensuring that only what is needed is requested and only what is needed is sent and accepted, and

That the clearer the criteria for the assessment request and receipt of international disaster assistance, the better the population would benefit from disaster relief after a disaster,

The Government of Saint Lucia hereby issues the following:

## **Donation Policies in Disasters in Saint Lucia**

1. The Government of Saint Lucia will request international assistance and donations after the impact of hazards only when the local resources are not enough to satisfy the needs of the population and society itself.
2. The Government of Saint Lucia will request and accept internal donations from the country itself for the relief of the population and the rehabilitation and reconstruction of infrastructure.
3. The Government of Saint Lucia will, in every request of international assistance, issue an official communiqué clearly indicating the type and number of international assistance and donations needed for relief, rehabilitation and/or reconstruction.
- 4.- The only official channels through which the Government of Saint Lucia would request International assistance are the Ministry of External Affairs and the National Emergency Management Organisation; *ergo*, no other governmental organisation should contact international organisations or donors directly without consulting with NEMO.
5. The Government of Saint Lucia will prefer cash/money donations to other type of international assistance regarding relief items for the population, rehabilitation of services and reconstruction of infrastructure after a disaster.
- 6.- The Government of Saint Lucia, particularly in the case of rehabilitation and reconstruction, but also for relief, if applicable, will prefer cash donations that would expedite the recovery process after a disaster in the country.

7. The Government of Saint Lucia will allow the importation of goods needed after a disaster as long that those goods cannot be provided by, or purchased in the country.
8. All importations of relief supplies will need the written approval of the Cabinet Secretary or of the Director of the National Emergency Management Office in order to be allowed into the country with duty exemptions. This will apply to any goods imported by or consigned to non-governmental organisations, church groups or individuals.
- 9.- The Government of Saint Lucia in the exercise of its own right and its sovereignty will refuse to receive any international assistance not requested and unnecessary for the purposes of relief, rehabilitation and reconstruction whether it is assistance consisting of goods, equipment, food, personnel or any other unsolicited items.
10. The Government of Saint Lucia will expect respect to its sovereignty from donors and international organisations by expecting them not to send any missions or personnel to the country without previous official notification.
11. The Government of Saint Lucia will respect every law, treaty and agreement, bilateral or multilateral, regarding international assistance and regarding the treatment of requested and accepted relief personnel in its territory.
12. The Government of Saint Lucia will inform the donors and the international community with clarity, transparency, accuracy, regularity and gratitude about the use and destination of their donations and the results obtained.
13. The Government of Saint Lucia will maintain close and continuous co-ordination with regional and international donors to permanently enhance donations mechanisms in disasters.

## **21. Procedure for the Importation of Relief Supplies.**

Published as the Circular No. 28/99 from the Comptroller of Customs and Excise. The Circular is presented below; note that the 'Office of Disaster Preparedness' is today the National Emergency Management Office.

1. A Bill of Sight must be used to clear all goods imported for use in rehabilitation or relief following a natural disaster, whether or not such goods are accompanied by a commercial invoice, bill etc.
2. This procedure is also applicable regardless of whether the goods are imported by or consigned to non-governmental organizations, church groups or individuals.
3. The goods **must** be cleared by the Office of Disaster Preparedness (*today NEMO*) with the appropriate declaration **provided** that the National Disaster Coordinator is satisfied that the goods are indeed relief and/or rehabilitation goods.

4. The National Disaster Coordinator must take possession of and be responsible for the distribution of those goods.

5. The Declaration is as follows:

“I hereby declare that these goods are relief goods and are free of duty under Section xi Paragraph 22 of the List of Conditional Duty Exemptions.”

..... OR .....  
National Disaster Coordinator Cabinet Secretary

6. No duty/deposit will be requested if the procedure outlined is adhered to. Duty will be demanded if the individual, company etc. who imported the goods clears same **without** involving the Office of Disaster Preparedness (today NEMO) regardless of the fact that the goods may have been cleared as relief or rehabilitation goods.

7. Facsimile signatures are not acceptable, as they tend to fade over time. However, in order to provide speedy clearance of the goods, the Bill of Sight with the facsimile signature can be accepted with the clear understanding that the original document will be presented to the Customs Officer within the shortest possible time.

8. The Office of Disaster Preparedness must be prepared to clear goods immediately upon receipt by having the necessary Customs document with the Declaration etc.

9. It will be entirely at the Customs Officer’s discretion to determine whether relief goods should be examined.

10. Not all goods imported as relief goods will be permitted to be cleared as such, i.e. free of duty. The goods envisaged by the concession include but are not limited to foodstuff, clothing, building materials and bottled water.

11. A compact disc player, television set, dishwasher, alcoholic beverages and such goods will not be categorized as relief goods.

Please be guided accordingly.

(Sgd.) Matthew Lafeuillee  
COMPTROLLER OF CUSTOMS & EXCISE  
17<sup>th</sup> June, 1999

**22. Conclusions.**

1. There are different effects in a country after a hazard impact and different kinds of donations; the impact of a hazard does not always create a disaster situation, but if such

were to occur, only the right donations have to be requested, only if needed and only after assessing the country's own resources for recovery.

2.- The effective dissemination and implementation of these policies and guidelines between the governmental, private and social organisations involved in the assessment, identification, request, receipt, storage and distribution of relief goods will ensure the adequate relief of the population affected after disasters.

## **PART 2 - PROTOCOL FOR EMERGENCY ASSISTANCE TO COUNTRIES AFFECTED BY DISASTERS**

### 1.0 Introduction

In 1991 the Government of Saint Lucia signed the Articles that created the Caribbean Disaster Emergency Response Agency.

As a member of this august body, Saint Lucia is committed to the planning for and responding to Disasters in the Region. It is in keeping with this mandate that Saint Lucia has reviewed its Donations Policy to reflect its responsibility to other Island States.

As a member of the United Nations, the Organisation of American States (OAS) and the Caribbean Community (CARICOM), Saint Lucia has from time to time demonstrated its commitment to alleviating human suffering caused by natural disasters.

### 2.0 Institutional Framework

The following Committee is established to assess the Government of Saint Lucia's response to a situation in an affected country and recommend further action.

- Permanent Secretary, Office of the Prime Minister
- Permanent Secretary, Ministry of External Affairs
- Permanent Secretary, Ministry of Finance
- Commissioner of Police
- Director of NEMO.

The request for assistance from an affected country may be conveyed through Ministries of Foreign Affairs, Offices of Prime Ministers or even National Disaster Offices. Ministry of External Affairs Guidelines in Case of Disasters is a document of the Saint Lucia National



Emergency Management Plan that provides the operating procedures should the Ministry be designated to collect Donations on behalf of another State.

In an effort not to compound the situation or to create a second disaster, it is Saint Lucia's policy that upon receipt of that Country's needs list, the government of Saint Lucia shall do all within its power to address those needs.

The provision of a donation to another country is dependent on the level of effects [See Appendix 4] to Saint Lucia. In general the affected country must be affected in a more severe way than Saint Lucia.

### 2.1 Role of Committee

The Committee is responsible for ascertaining the following:

- The state of disaster in the affected country, including the needs of the country.
- The Government's intention to provide assistance.
- The level of response to the affected country.

The NEMO Secretariat will provide administrative support to the committee ensuring that all decisions taken are executed; additionally the Secretariat will coordinate all activities relating to procurement and movement of relief supplies from Saint Lucia to an affected country/(ies).

### 3.0 Types of Disaster Assistance

The Government of Saint Lucia may consider Disaster Relief Assistance from the following:

- Money
- Goods/Equipment
- Technical Assistance
- Combination of the above

The Government may also open the call for assistance from the Nation.

#### 3.1 Money

Money is considered the easiest and most rapid commodity to send to an affected country. It provides the receiving country with the option to purchase those items it considered crucial to the well being of its victims and an excellent way to support the country's economy by utilizing local businesses and goods.

- The government may therefore consider providing a financial contribution to an affected country as deemed necessary to purchase needed goods, services or support the logistics of the response and rehabilitation efforts.

### 3.2 Goods/Equipment

The Government of Saint Lucia may consider using its financial contribution to purchase such emergency items as cots, blankets, tents, food, medical supplies, agricultural supplies and generators on the request of the affected state [needs list].

The logistical and transportation costs will be borne by the Government of Saint Lucia.

On the occasion that the Authorities of the affected Nation requests notification before arrival, Saint Lucia shall activate the appropriate Response Mechanism to comply with that request. Thus no vessel shall be allowed out of Saint Lucia either via sea or air without notifying the affected State of the details of their arrival. [See Appendix 1]

Through the Secretariat of the National Emergency Management Organisation, the GOSL may solicit contributions from the General Public. In such cases, the needs list of the affected country shall be published so that the general public is aware of what is most needed.

#### **3.2.1 Movement of Goods**

Movement of Goods shall be in keeping with the Articles of CDERA – 1991

In Saint Lucia however, the Postal Service mechanism shall be activated Secretariat to collect contributions from across the island and delivered to NEMO.

Therefore persons wishing to contribute to the relief effort may do so by packing a box tightly and neatly, then labelling the box NEMO. Deliver the package to the nearest Post Office. At no cost the Post Office shall accept the parcel and deliver to the NEMO Secretariat. NEMO shall ensure the contribution arrives. [See Appendix 3]

### 3.3 Technical Assistance

The Government of Saint Lucia will consider providing technical assistance to an affected state by sending technical expertise in the form of professionals i.e. doctors, nurses, disaster management specialists, or tradesmen i.e. carpenters, electricians, plumbers, based on their skills. The Government of Saint Lucia will unless otherwise stated meet the costs of transportation and subsistence for persons being sent to another country.

### **3.3.1 Movement of Personnel**

Movement of Personnel shall be in keeping with the Articles of CDERA – 1991

#### 4.0 Reporting

It is an accepted protocol that donors should be kept abreast with the methods of disbursement of items and monies which have been donated, Saint Lucia would request a report from the country affected on the funds and/or items donated to ensure confirmation of the destination.

The Government of Saint Lucia reserves the right to send a representative of the EOC into the country affected for the purpose of assisting and monitoring the distribution of relief goods from the EOC of the country affected.

#### 5.0 Supply Management Disaster Committee

The lead Committee for the Relief Distribution is the Supply Management Committee.

*The National Relief Distribution Plan is a Document of the Saint Lucia National Emergency Management Plan and is a stand – alone Volume and shall guide the Committee in the transfer of Donations to a requesting State.*

Appendix 1: NEMO Clearance Letter



**National Emergency Management Office**  
**Prime Minister's Office**

Telephone (758) 452-3802 / 468-2126  
 Fax (758) 453-2152  
 Telex 0398 6272 LC  
 E-mail [eoc@candw.lc](mailto:eoc@candw.lc)

P O Box 1517  
 Red Cross Building  
 Vigie, Castries  
 Saint Lucia, WEST INDIES

URL: <http://stlucia.gov.lc/nemp>

Date: \_\_\_\_\_

To:  
 Saint Lucia Air and Sea Ports Authority  
 Customs and Excise

NEMO wishes to confirm that as per the request of the \_\_\_\_\_ Emergency Authorities the following has been communicated to NEMO Secretariat in a timely manner and that NEMO Secretariat has informed the Authorities of the arrival of this vessel.

**Agreed Date of departure:**

Name of sender:		
Vessel Type:		GRT/NRT
Vessel Name:		
Date/Time of arrival:		Port of Arrival:
Consignment: [Use additional paper if needed]]		

Grateful for any assistance your good offices may be able to render.

.....  
 A. L. Dawn French  
 Director – NEMO  
 CC: Coordinating Unit/CDERA

Appendix 2: Guidelines for Appropriate International Disaster Donations

SOURCE: <http://www.cidi.org/donate.htm>

## Guidelines for Appropriate International Disaster Donations

### **Monetary Contributions to Established Relief Agencies are Always the Most Useful Response to Disasters**

Financial contributions allow professional relief organizations to purchase exactly what is most urgently needed by disaster victims and to pay for the transportation necessary to distribute those supplies. Unlike in-kind donations, cash donations entail no transportation cost. In addition, cash donations allow relief supplies to be purchased at locations as near to the disaster site as possible. Supplies, particularly food, can almost always be purchased locally - even in famine situations. This approach has the triple advantage of stimulating local economies (providing employment, generating cash flow), ensuring that supplies arrive as quickly as possible and reducing transport and storage costs. Cash contributions to established legitimate relief agencies are **always** considerably more beneficial than the donation of commodities.

### **Confirm There is a Need for All Items Being Collected.**

Do not make assumptions about the needs of disaster victims. Exactly what is needed can be confirmed by checking with an established relief organization that has personnel working on-site. Do not send what is not needed; unneeded commodities compete with priority relief items for transportation and storage. Organizations that receive in-kind relief donations can help this process by clearly communicating what items are required (in what size, type, etc.) as well as clearly stating what items or services are NOT needed. Please remember, certain foods, particularly in famine situations, can make victims ill. In most cases, donations of canned goods are not appropriate. The collection of bottled water is highly inefficient. It is important to have an accurate analysis of need before determining response.

### **Deliver Items Only to Organizations having Local Distribution Capacity**

Distributing relief supplies requires personnel and financial resources within the affected country. To efficiently distribute relief commodities, staff, warehouses, trucks and communications equipment are required. It is not enough to gather supplies and send them to an affected region; a sound partnership with a reliable local agency having transport and management capacity is mandatory.

### **Donate Only to Organizations having the Ability to Transport Collected Items to the Affected Region**

Immediately after a disaster, many local organizations will spontaneously begin collecting miscellaneous items for use in disaster relief. However, at the time that these collections are begun, agency officials will not have thought about to whom, or how, the items will be sent. It is not unusual for community and civic groups to have collected several thousands of pounds of relief supplies only to find that they do not know who to send the supplies to and that they do not have viable transportation options for shipping the goods. At this juncture, it is often advisable for those collecting the goods to auction them off locally, converting commodities into cash to be applied to the relief effort.

### **Never Assume the ... Government or any Relief Agency Will Transport Unsolicited Relief Items Free of Charge**

It is important to make arrangements for the transportation **before** collecting any kind of material donations. **Never** assume that the government or any relief agency will transport donations free of charge (or even for a fee). In the majority of cases, the collecting agency will be responsible for paying commercial rates for the transportation and warehousing of items gathered.

### **Volunteer Opportunities for Disaster Relief are Extremely Limited**

Volunteers without prior disaster relief experience are generally not selected for relief assignments. Candidates with the greatest chance of being selected have fluency in the language of the disaster-stricken area, prior disaster relief experience, and expertise in technical fields such as medicine, communications logistics, water/sanitation engineering. In many cases, these professionals are already available in-country. Most agencies will require at least ten years of experience, as well as several years of experience working overseas. It is not unusual to request that volunteers make a commitment to spend at least three months working on a particular disaster. Most offers of *another body* to drive trucks, set up tents, and feed children are not accepted. Keep in mind that once a relief agency accepts a volunteer, they are responsible for the volunteer's well-being -i.e., food, shelter, health and security. Resources are strained during a disaster, and another person without the necessary technical skills and experience can often be a considerable burden to an ongoing relief effort.

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These Guidelines are excerpts from *Managing Resource Coordination for Sudden-Onset Foreign Disasters: A Case Study Focusing on the United States' Response to Hurricane Gilbert/Jamaica* by David Callahan. VITA. 1989.

### **Appendix 3: Post Office MoU**

#### **Memorandum of Understanding between the Saint Lucia Postal Services (SLPS) and the National Emergency Management Organisation (NEMO)**

**Considering** that the role of the National Emergency Management Organisation [NEMO] is to develop, test and implement adequate measures to protect the population of Saint Lucia from the physical, social, environmental and economic effects of both natural and man-made disasters;

NEMO's responsibility is to ensure the efficient functioning of preparedness, prevention, mitigation and response actions;

Recognizing that the National Emergency Management Organisation (NEMO) is mandated to deal, at the National level, with problems and activities that compliment the activities and progress pursued on a regional scale by Saint Lucia Postal Services (SLPS);

Considering that the fundamental purpose of SLPS, as a Government Agency, is to ensure the efficient distribution of the mail;

Desirous of contributing to the effective accomplishment of their common objectives within the general framework of the Mission Statement NEMO and the laws and policies governing the SLPS;

Agree as follows:

#### Article One: Interpretation

This agreement shall be executed by each agency in accordance with the Laws of Saint Lucia.

#### Article Two: Purpose and Objectives

The purpose of the Agreement is to establish a mechanism whereby the emergency management activities of SLPS are coordinated with those carried out by NEMO, with the objectives of ensuring that persons are able to 1) respond to a call by the Government of Saint Lucia and/or NEMO for relief supplies needed during a disaster and 2) that having responded to the call are able to deliver the relief supplies.

#### Article Three: Areas of Collaboration

Subject to their mandates, rules, regulations and procedures, and within the limits of available resources, the Parties will collaborate in the following areas:

Wherever possible, the SLPS will provide a collection service for relief supplies and deliver said supplies to NEMO headquarters;

That while in its possession the SLPS will ensure the security of the supplies stored;

NEMO shall be responsible for the provision of fuel to the SLPS vehicles deployed for collection and delivery of the relief supplies;

SLPS shall not be liable for any accidents or harm caused by or arising from the storage of supplies collected on behalf of NEMO.

Nothing in this Agreement shall prejudice the respective relationships of the Parties with other International, Regional or Local Organisations with compatible mandates or prevent them from entering into any singular arrangements and/or agreements.

Article Four:  
Implementation

In accordance with their respective rules, regulations and procedures, and subject to the availability of resources, the Parties will carry out the following activities:

SLPS will collaborate with NEMO to:

1. ensure that Post Offices (PO) are incorporated into national emergency management programmes and emergency information systems.
2. strengthen the capabilities of PO to preserve and conserve their properties in emergency situations;
3. identify and mobilize human, material and financial resources necessary to assist Post Offices to recover from a disaster;

NEMO will collaborate with SLPS to:

1. upgrade the emergency management capabilities of PO;
2. ensure that appropriate specialists (engineers, architects, etc.) are included in damage assessment teams whenever the properties of the SLPS have been impacted by a disaster;
3. collaborate with the SLPS on their hazard mitigation activities;
4. identify potential funding sources for carrying out the SLPS's responsibilities under this agreement;



- 5. facilitate the integration of the SLPSs institutional plans into national preparedness plans.

Both Parties will:

- 1. exchange information, meet periodically and consult on matters of mutual interest;
- 2. collaborate in disaster management training;
- 3. utilize their respective newsletters and outlets to disseminate information;
- 4. collaborate in an awards programme directed at disaster management within the schools and other educational institutions;
- 5. Each party shall incur its own costs associated with its responsibilities, unless otherwise established on mutual agreement.

Article Five:  
Entry Into Force, Amendments and Duration

- 1. this Agreement shall come into force upon signature by both Parties.
- 2. this Agreement may be amended by written mutual consent of the Parties.

**Article Six**  
**Withdrawal**

This Agreement may be terminated by either Party, giving the other Party 60 days notice in writing. The termination of the Memorandum of Understanding shall not affect the development and conclusion of activities in progress.

**Director**  
National Emergency Management  
Organisation (NEMO)

..... 2002

Post Master General  
Saint Lucia Postal Services (SLPS)

..... 2002

## Appendix 4: Levels of Regional Response

The extent of CDERA's involvement in disaster response operations in Participating States depends on the severity of the situation and the type of assistance required by affected States. Three levels of regional response have been defined:

<b>LEVELS OF REGIONAL RESPONSE TO DISASTERS</b>			
<b>Level</b>	<b>Description</b>	<b>Extent of Regional Involvement</b>	<b>Examples</b>
<b>I</b>	Local incidents within a Participating State are dealt with in the regular operating mode of the emergency services. The local national focal point is required to submit, on a timely basis, information on the emergency event for the purposes of consolidating regional disaster records.	No regional response required	Conway Fire [June 2004]
<b>II</b>	Disasters taking place at the national level that do not overwhelm the socio-economic structure or capacity to respond within the affected state; in such cases, the primary assistance at the regional level will be limited to providing technical expertise to National Disaster Organizations or facilitating their access to specific resources which may be required due to the particular disaster event.  The whole operation is still managed by the national disaster focal point.	Limited or specialized	Tropical Storm Debby [September 1994]  Gros Piton Fire [2002]
<b>III</b>	Disasters that overwhelm the capacity of the affected state(s) to respond. In such instances the Regional Response Mechanism is activated. This includes the activation of the Caribbean Disaster Relief Unit (CDRU) which is the operational arm of the Regional Response Mechanism. The CDRU comprises representatives from the military forces within CARICOM and its main responsibility is logistical support for the receipt and dispatch of relief supplies.	Full activation	Hurricane Ivan [September 2004]