



Government of Saint Lucia

Contingency Plan for Civil Unrest

Document of the Saint Lucia National Emergency Management Plan

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Modeled Upon the Jamaica National Plan for Riot and Civil Unrest – Date Unknown

On October 25, 2010

*The Cabinet of Ministers by
Cabinet conclusion 911 of 2010
approved this plan*



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ACKNOWLEDGEMENTS

This plan was reviewed with the assistance of the:

1. Royal Saint Lucia Police Force
2. Castries City Constabulary
3. Saint Lucia Red Cross
4. Ministry for Local Government
5. Office of the Labour Commissioner
6. National Transport Committee
7. Soufriere District Disaster Committee

ACRONYMS

ICS	-	Incident Command System
MOU	-	Memorandum of Understanding
NEMAC	-	National Emergency Management Advisory Committee
NEMO	-	National Emergency Management Organisation
NEOC	-	National Emergency Operations Centre

DEFINITIONS

Affray

A breach of the peace by fighting in public; very often an affray is the first step to what will eventually become a RIOT.

Civil Disorder/Unrest/Strife

Civil Disorder also referred to as Civil Unrest or Civil Strife is a broad term usually used by law enforcement to describe one or more forms of disturbance.

Command Post

Area from which direct coordination of events at the scene associated with Riot/Civil Unrest takes place.

Essential Services

Essential services are those lifeline facilities without, which would be difficulty to survive i.e. light, water, telephone, road and health services.

Riot

A “RIOT” is any act of disturbance of peace by crowd which threatens the safety of people and property and which overwhelms their capacity for effective response.

Royal Saint Lucia Police Force

In Saint Lucia there is only one Police Force, namely “The Royal Saint Lucia Police Force. “All branches therefore report to the Commissioner and this includes Special Services Unit [SSU], Ports Police, the Castries Constabulary, Special Constables and Special Reserves.

Shelter

An approved place where victims are taken for assistance

Victim

A victim is a person who is affected by the riot and who is displaced or injured as a result thereof.

1.0 BACKGROUND

1.1. Introduction

In recent times, citizens have taken to the streets in protest resulting in wide scale vandalism of street surfaces and buildings. Additionally it has become a regular feature for sporadic flare up of violence in certain communities. This has resulted in residents having to flee their homes. Although, the Police Force is responsible for the restoration of Law and Order and would be the **Primary Agency** engaged in response, the potential of other agencies to be impacted is now recognized. Though rare; Saint Lucia has experienced incidents of unrest.

- In the period 1979-1982 political unrest boiled over into a riot that became known as “*Plywood City*”. During this unrest the front entrances of business houses were smashed and plywood was used to temporarily secure premises.
- A second example was during the “*Banana Wars*” of 1995 where the dissatisfaction of Banana Farmers resulted in a confrontation that left two dead. For the first time the National Emergency Operation Centre [NEOC] was activated to monitor a non naturally occurring event.

What this suggests is that most response agencies would have had a role to play if not in the **containment** of the incident but in the **preservation** of their own services. Hence, it was considered feasible to activate the National Emergency Operations Centre [NEOC] to assist in managing some of the critical issues.

1.2 Civil Disorder/Unrest/Strife

Civil disturbance spans a wide variety of actions and includes but is not limited to: labour unrest, strikes, demonstrations, prison riots or rebellion leading to revolution. Triggers may include: racial tension, religious conflict, unemployment, a decrease in normally accepted services or goods: such as water, food or gasoline rationing/pricing or unpopular political action.¹

¹ SOURCE: <http://www.co.pierce.wa.us/xml/abtus/ourorg/dem/EMDiv/HIVA/civil.pdf>

1.3 Objective

This Plan will detail arrangements designed to ensure the continuance of essential services in the event of riots.

- It will address issues that support the response efforts of the Emergency workers
- It will provide support to victims of riots.
- It will coordinate all preparedness and response activities associated with security arrangements.

2.0 RESPONSE SCENARIOS AND ORDER OF PRECEDENCE

2.1 A National Security Incident with no Humanitarian Response

Law and Order type incidents, Terrorism and other incidents which do not impact on civilians, mass gathering facilities and other locations where VIPS are located and which do not require a response by Civilian Authorities, will be controlled and responded to by the Joint Operations Command Centre [JOCC] in accordance with the National Security Plan which will take precedence

2.2 A National Security Incident which requires a Humanitarian Response

This type of incident will be controlled by the JOCC with the NEOC in support of the humanitarian operations. The NEOC will be required to maintain a Liaison Officer within the JOCC for coordination purposes. The National Disaster Management Plan will be activated in support of the National/Regional Security Plan.

2.3 A Natural or Technological Disaster (Earthquake, Flood, Major Fire)

The impact of a hazard which results in a national disaster will be controlled by and responded to by the NEOC in accordance with the National Disaster Management Plan, which will take precedence.

2.4 A Natural or Technological Disaster that compromises National Security

In this type of scenario, the JOCC will control the situation, whilst allowing the Director NEMO to deal with the humanitarian matters.

3.0 THE PLAN

The name of the Plan will be the *Contingency Plan for Civil Unrest*.

3.1 Scope

This Plan will detail preparedness and response measures relating to steps to be taken to ensure the continuance of essential services in the event of riots and civil unrest. It will also provide support services for the Response Agencies and victims.

This plan is not intended to replace any aspect of Police Operations during Civil Unrest/Riot; however it does act as a support guide to the members of NEMO for responding to the consequences of Civil Unrest/Riot.

3.2 Authority and Responsibility

3.2.1 Statutory Authority

Disaster Management Act No. 30 of 2006

Emergency Powers (Disasters) Act No. 5 of 1995

Activated by Section 17 of the Saint Lucia Constitution Order 1978

Saint Lucia Criminal Code

Essential Services Act Cap 16.12 of the Revised Laws of Saint Lucia 2001

3.2.2. Responsibility

The NEMO Secretariat will be responsible for the **coordination** of preparedness response and relief activities in support of emergency services responding to riots and civil unrest at the national level with the District Disaster Committee assuming responsibility for District activities.

3.3. This Plan

This Plan is a sub plan to the National Emergency Management Plan with roles and responsibilities of agencies and standards operating procedures remaining the same as outlined in the National Emergency Management Plan [available at <http://stlucia.gov.lc/nemp/>]

3.4 Purpose

The purpose of the Plan will be to

- a. Assign specific responsibility for response
- b. To coordinate support for National response to riots and civil unrest
- c. To ensure that steps are taken to minimize the effects on essential

- services
- d. To provide assistance to victims of riots and civil unrest

3.5. Assumptions

Development of this plan is based on the following assumptions

- a. A “Riot” can cause a large number of deaths and injuries, extensive damage/destruction of vital facilities and property such as emergency facilities and utilities
- b. A Riot or Civil Unrest can occur without warning
- c. Deliberate road blockages can cause immobility of citizens thus preventing them from:
 - a. Seeking medical assistance
 - b. Purchasing vital commodities such as food
 - c. Attending their place of work
- d. Riots can cause persons to be displaced and to lose their homes due to vandalism and response actions, thus requiring shelters thereafter

3.6. Warning, Alert and Response Notification [WARN]

Incidents of Riots or Civil Unrest that have been assessed by the Police to have an effect to the point of the activation of the Riot Police will be considered sufficient grounds to alert the Director NEMO.

Consequently the Police High Command will alert the NEMO Secretariat. The IC will complete a Situation Report Form for the Director NEMO. [See Appendix 2 for SitRep Form]. NEMO Secretariat would in-turn alert the Essential Services together with any other relevant agency:

Under the Essential Services Act; “essential services” means any services listed in Schedule 1;

Schedule 1:

- An undertaking which generates and supplies electricity to the public.
- A public health service.
- A hospital service.
- A sanitation service.
- A telephone service.
- A service undertaking the supply of water to the public.

3.7 Activation

Following the activation of the Riot Police the NEMO Secretariat will activate the NEOC to coordinate support for response efforts.

The National Plan for Riots and Civil Unrest would then be activated by NEMO Sec in conjunction with the:

- a. Activation of the Security Plan by Police Force and the opening of their Emergency Operations Centre (EOC) as soon as deemed appropriate.
- b. Activation of the NEMO to coordinate the following activities in support of the response efforts;
 - Welfare management
 - Health Management
 - Resource Management
- c. Ministries, Agencies and District Disaster Committees activating their EOCs if needed.

3.8. Organisation at Riot Scene

- a. The Incident Command System [ICS] shall be the protocol used.
- b. The Incident Commander [IC] will be the Senior Officer of the Police Force on the scene. The IC will coordinate all activities at the scene.
- c. The IC is responsible for all aspects of the response at the scene, including developing incident objectives and managing all incident operations.
- d. The IC is faced with many responsibilities when he/she arrives on scene. Unless specifically assigned to another member of the Command or General Staffs, these responsibilities remain with the IC.

3.9. Staging Area

- a. The Staging Area shall be established, coordinated and secured by the Police Force. From this area the movement of all resources shall be coordinated.
- b. All personnel, equipment and transport are to report to the Staging Area.
- c. NEMO First Responders are to report to the most Senior Fire Officer at the Staging Area in keeping with the Fire Service/NEMO Secretariat M.O.U.

3.10 Traffic Management

The Police Force will ensure/facilitate the following:

- a. Coordination and organization of incident scenes
- b. Access to and from scene
- c. Communication to the Police High Command
- d. Transportation
- e. Access to Supplies

- f. Situation Reports/All agencies
- g. Routing of emergency vehicles to and from site
- h. Ensure liaison with Fire, Ministry of Works and Health Personnel

3.11 Medical Post

- a. An area for an Advanced Medical Post [AMP] shall be identified for the use of emergency medical care. This area will be managed by the Ministry of Health with support from the EMTs/Ambulance Service of the Fire Services, the Saint Lucia Red Cross and St John's Ambulance Service.
- b. All persons not needed at the AMP shall assemble at the Staging Area.
- c. NEMO First Responders are to report to the most Senior Fire Officer at the Staging Area in keeping with the Fire Service/NEMO M.O.U

Management shall be guided by:

- *National Mass Casualty Management Plan*
- *Mass Fatalities Policy and Guidelines*

3.12 Shelter

An approved place where victims are taken for assistance; this area shall be managed by the:

- respective District Disaster Committee,
- Saint Lucia Red Cross,
- National Emergency Shelters Committee and
- National Welfare Committee.

The National Welfare Committee is made up of:

- Supplies Management
- Stress Management and
- Well-being Committees

Management of the Shelter shall be guided by:

- *Emergency Shelter Plan*
- *Stress Response Team Plan*
- *Relief Distribution Plan*
- *Well-being Emergency Management Support Plan*

3.13 Transportation

In collaboration with the National EOC; vehicles will be provided by Government Agencies for deployment to the Staging Area. Deployment shall be done under the direction of the National Transportation Committee

The Police Force will designate the routes to be used based on their Intelligence.

Some of the kind of incidents to be addressed by the Transport Team will be, provision of transportation e.g.:

- for Shelter Teams to go to Shelters.
- to investigate disruption of varying services.
- for medical response
- to secure needed equipment/ manpower resources.
- for relief distribution.

This shall be guided by the *National Plan for Transportation in Disasters*.

3.14 Communications

Communications will be on two (2) levels - National and District.

3.14.1 Flow of Communication at National level

Joint Commander Centre - Police High Command - Executive – NEOC/DEOC

3.14.2 Flow of Communication at District Level

Field Officers to DEOC - DEOC – NEOC - JCC

Communications shall be guided by the *National Telecommunications Plan*.

3.14.3 Media Communications

It is not the norm in disaster management for the National Media Centre/Crisis Communications Centre to “control” the statements of the emergency services; however Crisis Communications must be channeled through the Government Information Service [GIS].

The protocol requires that:

No one is authorized to communicate information to the press or public except the GIS and/or an agreed designated alternate spokesperson.

As there should be no voluntary contact with the press, all Crisis Communications must be channeled through the Director Information Services/Principal Information Officer, housed within the studios of the Government Information Service or through the Director NEMO who will forward the information to the GIS.

However the challenge of avoiding the local, regional and international press will be a daunting one, as such if pressed the following script is authorized:

***OUR BUSINESS REMAINS THE SAME WHICH IS TO BE
HUMANE IN ALL WE DO AND SEEK TO PUT AN END TO
HUMAN SUFFERING. [Example from the Saint Lucia Red Cross]***

Media Communications shall be guided by the *Information Management in Emergencies and Disasters*.

4.0 PHASES

4.1 Preparedness Activities

Lead: *Royal Saint Lucia Police Force (this includes SSU, Ports Police, Castries Constabulary, Special Constables and Special Reserves)*

Activities:

- | | |
|----------------------------------------------------------------------------------------------------------|----------------------------------|
| 1. Security Plans for NEOC, DEOC, Hospitals and other Critical Facilities | Police |
| 2. Identification and Training of Reserves/Volunteers | Police |
| 3. Identification of medical area | Ministry of Health |
| 4. Identification of heavy duty equipment | National Transport Committee |
| 5. Identification and Procurement of vehicles | National Transport Committee |
| 6. Identification of locations for propositioning Emergency vehicles | National Transport Committee |
| 7. Identification and listing of Critical Installations i.e. Hospitals, Water, Telecommunications, Power | NEMO/NEMAC |
| 8. Maintenance of Emergency Directory/Contact List | NEMO Sec |
| 9. Identify list of response agencies and their facilities | NEMO Sec |
| 10. Identification of rubble material and ensuring their disposal | Solid Waste Management Authority |
| 11. Meeting the Welfare need of workers | All Agencies |
| 12. Preparation and submission of budget | All Agencies |
| 13. Storage of Emergency Items | All Agencies |

4.2 Response Activities

Lead: *Royal Saint Lucia Police Force (this includes SSU, Ports Police, Castries Constabulary, Special Constables and Special Reserves)*

Activities:

- | | |
|---------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------|
| 1. Containment, management control of Riot/Civil Unrest | Police |
| 2. Activation of NEOC, Police High Command, District EOC and other Agency EOC | Police/ NEMO Sec |
| 3. Security of critical facilities i.e. emergency services such as: | Police |
| a. Hospitals/Health Centre | |
| b. Schools | |
| c. Hotel | |
| d. Government Buildings | |
| e. Public Utilities | |
| 4. Security for movement of other response Workers | Police |
| 5. Coordination of Transportation of essential Workers | Police/ Transport Committee |
| 6. Communication routing between scene of Riot to Police High Command NEOC/District EOC back to Police High Command | Police/ All Agencies |
| 7. Dissemination of information of the General situation on riot | Police/GIS |
| 8. Briefing international agencies, embassies | Police/ Ministry of External Affairs/ Ambassadors/ NEMO Sec |
| 9. Identify suitable shelters | Police/ Shelter Committee |
| 10. Provision of Emergency Welfare assistance at Shelters | Shelter Committee/
Transport Committee/
Supplies Committee/
Saint Lucia Red Cross |
| 11. Provision of information on damage | Damage Assessment Committee |

12. Access funding for response	All agencies
13. Provision of Food, Comfort items for response Agencies	All Agencies/ NEMO Sec
14. Procurement of emergency items	All Agencies
15. Coordination of Medical Care	Ministry of Health
16. Dissemination of Health Welfare information	Ministry of Health/ NEMO Sec
17. Restoration of lifelines	Essential Services
18. Search and Rescue	Saint Lucia Fire Service/ Police
19. Extinguish Fires/containment, management, control fires	Saint Lucia Fire Service
20. Tracing and Family Linkages	Saint Lucia Red Cross

4.3 Aftermath

Lead: *All Agencies*

Activities:

Clean-up of debris	Ministry of Works, City/ Town/ Village Council, Solid Waste Management Authority
After Action Report on riot response efforts	Police
Report on NEOC/District EOC operations	NEMO Sec
Damage Assessment Report	All Agencies
Shelter Management/Welfare Management	Shelter Committee/ Transport Committee/ Supplies Committee/ Saint Lucia Red Cross
Health Care	Ministry of Health
Comprehensive Assessment and Debriefing	All Agencies
Recovery and rehabilitation	All Agencies

5.0 APPENDIX

Appendix 1: Deceleration of a State of Emergency

STATUTORY INSTRUMENTS

1978 No. 1901

SAINT LUCIA

The Saint Lucia Constitution Order 1978

Made: 20th December 1978

Coming into Operation: 22nd February 1979

At the Court at Buckingham Palace, the 20th day of December 1978

Present,

The Queen's Most Excellent Majesty in Council

17.- (1) The Governor-General may, by proclamation which shall be published in the Official Gazette, declare that a state of emergency exists for the purposes of this Chapter.

(2) A proclamation under this section shall not be effective unless it contains a declaration that the Governor-General is satisfied-

- a. that a public emergency has arisen as a result of the imminence of a state of war between Saint Lucia and a foreign state;
- b. that a public emergency has arisen as a result of the occurrence of any earthquake, hurricane, flood, fire, outbreak of pestilence or of infectious disease, or other calamity whether similar to the foregoing or not; or
- c. that action has been taken, or is immediately threatened, by any person, of such a nature and on so extensive a scale, as to be likely to endanger the public safety or to deprive the community or any substantial portion of the community of supplies or services essential to life.

(3) Every declaration of emergency shall lapse-

- a. in the case of a declaration made when Parliament is sitting, at the expiration of a period of seven days beginning with the date of publication of the declaration; and
- b. in any other case, at the expiration of a period of twenty-one days beginning with the date of publication of the declaration, unless it has in the meantime been approved by resolutions of the Senate and the House.

(4) A declaration of emergency may at any time be revoked by the Governor-General by proclamation which shall be published in the Official Gazette.

(5) A declaration of emergency that has been approved by resolutions of the Senate and the House in pursuance of subsection (3) of this section shall remain in force so long as both those resolutions remain in force and no longer.

(6) A resolution of the Senate or the House passed for the purposes of this section shall remain in force for twelve months or such shorter period as may be specified therein: Provided that any such resolution may be extended from time to time by a further such resolution, each extension not exceeding twelve months from the date of the resolution effecting the extension; and any such resolution may be revoked at any time by a further resolution.

(7) A resolution of the House for the purposes of subsection (3) of this section and a resolution of the House extending any such resolution shall not be passed in the House unless it is supported by the votes of majority of all the members of the House.

(8) Any provision of this section that a declaration of emergency shall lapse or cease to be in force at any particular time is without prejudice to the making of a further such declaration whether before or after that time.

~*~*~*~*~

Appendix 2: Situation Report

Based on Belize National Hazard Management Plan - Structural Fire Response Plan

SITUATION REPORT	[use additional paper where needed]	
1. DATE:	TIME:	
2. EVENT:		
3. DEATHS.....INJURIES..... MISSING.....		
4. RESPONSE ACTIONS TAKEN: (Since last report)		
5. PERSONNEL, EQUIPMENT DEPLOYED:		
6. POPULATION THEATENED:		
7. THREAT OF HAZARDOUS MATERIALS IF ANY:		
8. NEED FOR EVACUATION	(Y)	(N)
9. APPROXIMATE NO. OF PERSONS:		
10. SPECIAL POPULATION NEEDS:		
11. ADDITIONAL RESOURCES NEEDED IN PRIORITY ORDER:		
12. COMMENTS on need for activating NEOC		
SGD.....	DATE.....	TIME.....