



# Government of Saint Lucia

## Evacuation Procedures Volume 1: Concept of Operations

Document of the Saint Lucia National Emergency Management Plan

*Modeled upon the State of Louisiana Emergency Operations Plan Supplement 1C*  
[www.ohsep.louisiana.gov/plans/EOPSheltersupplement.pdf](http://www.ohsep.louisiana.gov/plans/EOPSheltersupplement.pdf) - Revised July 2000

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*September 30, 2005*

*[Date of Approval]*

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*Approved by  
[NEMAC]*

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## **SAINT LUCIA EVACUATION PLAN**

The Saint Lucia Evacuation Plan is a collection of Documents as listed below.

The evacuation procedures are supported by the Saint Lucia National Emergency Plans, Policies, Legislation and Standard Operating Procedures.

### **Volume**

- 1. Concept of Operations**
- 2. Emergency Shelters [Annual List]**
- 3. Special Needs Evacuation Plan**
- 4. Animal Evacuation and Recovery Plan**
- 5. Traffic Management Plan**
- 6. Community Evacuation Plans**

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\* Warning, Alert and Response Notice

# **PART ONE – GENERAL**

## **I. SUMMARY**

This evacuation plan intended to provide a framework within which Communities can coordinate their actions with Government in order to deal with an emergency.

The overall strategy for dealing with certain emergencies is to evacuate as much of the at-risk population as possible from the path of the hazard and relocate them to a place of relative safety outside of the projected impact area.

This plan prescribes an orderly procedure for Agencies to follow in response to a hazard.

This plan defines the problems inherent in sheltering the people affected by the evacuation. It prescribes the actions to be taken at each stage of the sheltering operation.

## **II. SITUATION**

Hazard analysis and experience have confirmed that Saint Lucia is at risk from numerous hazards, both natural and technological:

- Meteorological Hazard: Hurricanes, Tropical Wave, Tropical Storm, Storm Surge, Flooding, Land Slides, Drought
- Seismic/Volcanic Hazard: Volcanic Eruption, Earthquake, Tsunami [Marine and land based]
- Technological: Fire, Explosion, Hazardous Material Spill, Mass Poisoning, Pollution, Civil Unrest
- Other: Plague, Mass Causality, Epidemic Outbreak, Dam Failure, Office Violence, Terrorism, Bomb Threat/Explosion, Utility Failure

## **III. PURPOSE**

It is the intent of this plan to establish guidelines for the direction, control and coordination for providing shelter, food, and other essential support services for people who have relocated from their normal residences due to the threat posed by a hazard.

#### IV. ASSUMPTIONS

- The Government of Saint Lucia shall respond to a National Disaster.
- That Emergencies in Saint Lucia may be categorised in two ways:
  - Those that are preceded by a build-up [slow onset] period, which can provide Members of NEMO with advance warnings, which is used to facilitate timely and effective activation of national arrangements
  - Other emergencies occur with little or no advance warning thus requiring mobilization and almost instant commitment of resources, with prompt support from the Government of Saint Lucia just prior to or after the onset of such emergencies

#### V. LIMITATIONS

This plan is limited to the coordination of Evacuation responses to actual or potential major events.

#### VI. MEMBERSHIP

A select committee from the NEMO Membership came together to develop the following Plan.

1. NEMO Secretariat
2. Saint Lucia Fire Service
3. Royal Saint Lucia Police Force
4. Saint Lucia Met Service
5. Saint Lucia Red Cross
6. Saint Lucia Cadet Corps
7. National Supplies Management Committee
8. National Transportation Committee
9. National Emergency Shelters Committee
10. Ministry of Works [Shelter Inspectorate]
11. Vieux Fort North District Disaster Committee
12. Vieux Fort South District Committee
13. Vieux Fort Town Council
14. Community Development Office for Vieux Fort

#### VII. DISASTER CYCLE

The Disaster Cycle comprises of the following elements:

##### BEFORE

- Prevention
- Mitigation
- Preparedness

##### DURING

- DISASTER OCCURS

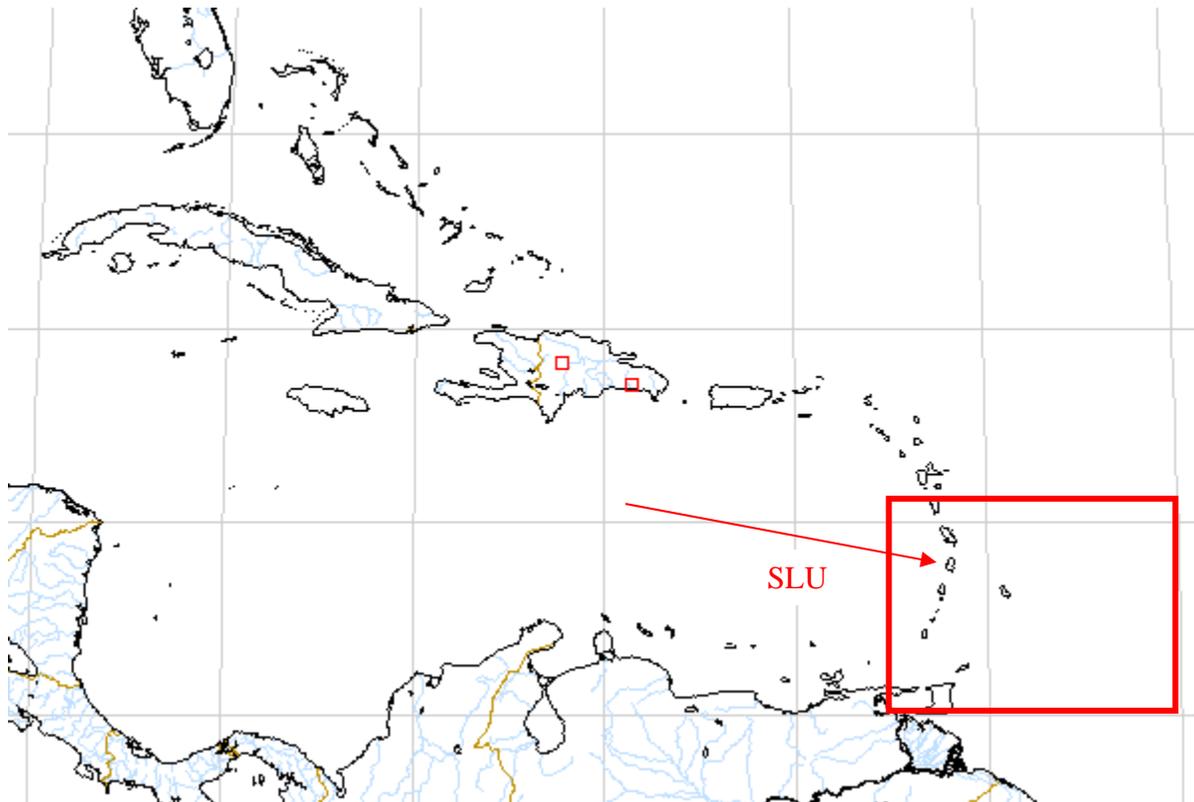


AFTER

- Response
- Reconstruction / Recovery
- Rehabilitation / Rebuilding

**VIII. CONCEPT OF OPERATIONS**

- A. In the case of a hurricane, when it enters or forms at certain coordinates [10°N & 16°N / 52°W & 63°W] [See Map], it is perceived as a threat to Saint Lucia. As the danger from the hurricane requires the initiation of emergency actions, the NEMO and each District Disaster Committee will activate Emergency Operations Centers (EOCs). The National and District Disaster Committees will commence planned emergency operations and coordinate their actions, including activating and maintaining all means of communications.



Map Source: <http://www.aroid.org/genera/Anthurium/tetraspermium/sca.gif>

- B. There are three [3] types of evacuation. In all cases agencies the:
- a. NEMO Secretariat and the District Disaster Committees shall maintain 24-hour operations.

- b. District Disaster Committees with the Shelter Committee shall open and maintain shelter operations.
- c. All shelter managers of activated shelters will report shelter capacity status by shelter name, location and evacuees accommodated every two [2] hours to NEOC.
- d. Police will activate traffic control plans.

1. Precautionary:

This phase will concentrate on people who are most vulnerable.

It is directed at persons in high risk areas such as:

- a. Coastal areas
- b. Hill Sides
- c. River Banks or
- d. Aboard Boats

2. Recommended Evacuation:

This phase is enacted when a hazard has a high probability of causing a significant threat to people living in the areas at risk.

District Disaster Committees and Government authorities will recommend that persons at risk evacuate. Persons in need of transportation will report to designated staging areas.

**3. Mandatory:**

This is the final, most serious type of evacuation. Authorities will put maximum emphasis on encouraging evacuation and limiting entry.

C. Termination of Evacuation:

The decision to stop evacuation operations will be made cooperatively between the NEOC and District Disaster Committees. The termination of an evacuation does not automatically mean a return to the affected site. Activated Shelters will do the following:

- 1. Take precautions as necessary to prepare shelters and operating facilities for the impact, depending on the intensity of the hazard.
- 2. Continue to report shelter status to NEOC at two [2] hour intervals.

D. Return to Affected Area:

The decision to allow evacuees to return to the Affected Area will be made cooperatively between the NEOC and District Disaster Committee. Activated Shelters will do the following:

1. Continue shelter operations.
2. Continue to report shelter status to NEOC.
3. As shelters close, survey them for damages and report to NEOC.

After the event, recovery phase operations will be initiated in accordance with Saint Lucia Disaster Recovery Manual, which is part of the National Emergency Operations Plan.

E. Long-term Sheltering:

This will be established under the guidelines of the National Disaster Response Plan. Long term shelter operations are addressed in the Government of Saint Lucia's Emergency Housing Policy.

**IX. ORGANIZATIONAL AND ASSIGNMENT OF RESPONSIBILITIES**

The organization and assignment of primary and secondary responsibilities are detailed in the National Emergency Operations Plan (EOP). Listed below are the key participants and their roles in the event of a disaster:

Governor General:

1. Proclaim a State of Emergency on the advice of the Prime Minister.
2. Issue supplementary declarations and orders, as the situation requires.

A. Prime Minister:

1. Declare a National Emergency.
2. Issue supplementary declarations and orders, as the situation requires.
3. Authorize and direct the use of Government personnel and other resources to deal with the emergency.

B. Saint Lucia Fire Service / Royal Saint Lucia Police Force:

1. Maintain order on evacuation routes and expedite the flow of traffic to the Host Area shelters.

2. Issue supplementary declarations and orders, as the situation requires.
  3. Authorize and direct the use of District Disaster Committee Government personnel and other resources to deal with the emergency.
- C. Director, Saint Lucia NEMO / NEOC
1. Serve as the State's executive agent and lead agency for the management of emergency and disaster operations.
  2. Coordinate the National management of emergency and disaster operations.
  3. Prepare and coordinate requests for assistance to District Disaster Committee.
  4. Keep the Prime Minister informed of progress and problems in dealing with the emergency or disaster.
- D. District Disaster Committee:
1. Serve as the NEMO Liaison Agency for the management of emergency and disaster operations.
  2. Coordinate local operations.
  3. Keep the Director NEMO informed of progress and problems in dealing with the emergency or disaster.
  4. Manage reception and shelter operations in their District as specified in their SOPs in conjunction with this plan.
- E. Ministry of Works
1. Assist in maintaining clear evacuation routes.
- F. Emergency Shelter Committee:
1. Coordinate the opening of shelters in conjunction with Saint Lucia Red Cross, Supplies Management and Transportation Committees and District Disaster Committee for evacuees and coordinate the flow of evacuees through the Shelters.
- G. Saint Lucia Red Cross Society, Ministry of Health and Hospitals
1. The Saint Lucia Red Cross Society will coordinate the tracking of shelterees in conjunction with District Disaster Committees.

2. The Ministry of Health and Hospitals personnel not needed in Special Needs operations will assist with regular shelter operations as needed.

## **X. DIRECTION AND CONTROL**

Direction and control are specified in the National Disaster Response Plan. The plans are all “stand alone” documents that may be activated to support hazard management plans. They are inter alia:

### **STANDING OPERATING PROCEDURES [SOPs]**

1. SOPs: General [Approved 1149/96]
2. SOPs: EOC [Approved 1149/96]
3. SOPs: Declaring a Disaster [Laws of Saint Lucia]
4. SOPs: National Shut Down
5. Telecommunications Procedures [Approved 1149/96]
6. Mass Crowd Events Guidelines

### **POLICIES & GUIDELINES**

1. A Policy Framework on Disaster Management
2. Donations and Importation of Relief Supplies Policy [Part 1 approved 1149/96]
3. Emergency Shelter Management Policy [Approved 1149/96]
4. Emergency Housing Policy
5. Hazard Mitigation Policy
6. Mass Fatalities Policy
7. Mass Crowd Events Policies and Guidelines
8. Governmental Officers Security Travel Policy
9. Backup Policy
10. National Policy on Ambulance Operations
11. National Incident Management System [NIMS] Policy

### **COMMITTEE PLANS**

1. Damage Assessment and Needs Analysis Plan
2. Crisis Communication Guide
3. Media Plan for Disasters and Emergencies
4. Telecommunications Plan
5. Relief Distribution Plan
6. Shelter Management Program
7. National Plan for Transportation in Disasters
8. Welfare Emergency Management Support Plan
9. Stress Response Team Plan
10. Emergency Action Plan for Agricultural Pests And Diseases
11. Disaster Auxiliary Corps Guidelines
12. Hospitality Industry Crisis Management Plan
13. Model Plan for the District Disaster Committees

## **HAZARD SPECIFIC PLANS**

1. Hurricane Plan [Approved 1149/96]
2. Earthquake Plan
3. Volcanic Eruption Plan
4. Landslide Plan
5. Oil Spill Contingency Plan
6. Strategy on the Management of Used Oil
7. Hazardous Materials Plan
8. Hazard Mitigation Plan
9. Response Plan for Refugees and Displaced Persons
10. Maritime Search and Rescue Plan
11. Land Search and Rescue Plan
12. Drought Response Plan
13. Flood Response Plan
14. Fire Response Plan
15. Evacuation Plans
  - Volume 1: Concept of Operations
  - Volume 2: Emergency Shelters Annual List
  - Volume 3: Special Needs Evacuation Plan
  - Volume 4: Animal Evacuation and Recovery
  - Volume 5: Traffic Management
  - Volume 6: Community Evacuation Plans

## **GOSL PLANS**

1. GOSL Continuity of Operations Plan [COOP]
2. The Ministry of Works Plan
3. The Ministry of Health Plan
4. Private Sector Response Plan
5. Borderlais Prison Emergency Plan
6. GFL Charles Airport Emergency Plan
7. Hweanorra International Airport Emergency Plan
8. Seaports Contingency Plan
9. Guidelines for Debris Management in a Disaster
10. Ministries of External Affairs - Guidelines in case of Disasters
11. National Incident Management System [NIMS] Plan

## **AGREEMENTS**

1. Articles Establishing the Caribbean Disaster Emergency Response Agency [CDERA]
2. St George's Declaration of Principals
3. Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations
4. United Nations Millennium Goals

5. Agreement between Member States and Associate Members of the Association of Caribbean States for Regional Cooperation on Natural Disasters

#### **LEGISLATION**

1. The National Emergency Powers Act (5/1995)
2. The Disaster Management Act (30/2006)

#### **XI. PLAN DEVELOPMENT AND MAINTENANCE**

The Secretariat of the National Emergency Management Organisation [NEMO] and the National Emergency Management Advisory Committee [NEMAC] are responsible for maintaining this plan. Communities affected by this plan are responsible for reviewing and their procedures.

Once accepted all plans must be tested. This is usually done in three ways:

1. **Ongoing Maintenance** - Any change in methodologies, organization, staffing, business methods, etc., must be reviewed in terms of impact to the Agency's COOP.
2. **Tests and Exercises** - These are tests of individual components and exercises that ensure that staff is familiar with the plan and that the supporting procedures and infrastructure are workable. The biannual tests and exercises are to ensure the continued viability of the plan and to ensure that every critical aspect of the plan will be effective when required. There are four types of Exercises: Orientation, Drill, Desktop and Full scale
3. **Actual Event:** Though no one wants the experience of an actual disaster, the event provides the opportunity to test the validity of the assumptions within the plan. A review of responses after an event provides the opportunity to upgrade the disaster plan.

#### **XII. AUTHORITIES AND REFERENCES**

- A. Disaster Management Act No. 30 of 2006
- B. Education Act No. 41 of 1999 [S139]
- C. Emergency Powers Act N0. 5 of 1995
- D. Employees [Occupational Health and Safety] Act No. 10 of 1985 [Part II Section 3 (d)]
- E. Police Ordinance No. 30 of 1965 [Part IV Section 22 (1)]
- F. Saint Lucia National Disaster Plan and its SOPs

**PART TWO**  
**SITUATIONS AND ASSUMPTIONS**

## **I. SITUATIONS**

- A. Substantial portions of Saint Lucia are at risk from the threat of a variety of hazards.
- B. The Disaster Management Project Part Two [DMP II] with the World Bank together with the Caribbean Development Bank and the Caribbean Disaster Emergency Response Agency [WB, CDB and CDERA] has / will identify areas that may need to be evacuated and routes to be used by evacuees.
- C. Heavy rains and tornadoes associated with a hurricane may also affect areas within Saint Lucia. Hence, residents may also seek public shelter.
  - 1. The potential magnitude of hurricane evacuations requires the cooperative efforts of all Government Agencies, District Committees and Saint Lucia Red Cross in reception and care planning.
  - 2. Governmental efforts will be coordinated with the District Disaster Committee and the Saint Lucia Red Cross Society. Saint Lucia Red Cross Society will feed shelterees for the first 72 hours within its capabilities. Pursuant to pre-existing agreements, some facilities, equipment, and personnel of local governments, school districts, churches, and other agencies will be used to shelter and care for evacuees.
- D. The Seismic Research Unit produced the Scientific Supplement to the Volcanic Hazard Assessment for Saint Lucia, Lesser Antilles, the Volcanic Hazard Assessment for Saint Lucia, Lesser Antilles and the Seismic Atlas. Hence, residents may also be required to seek public shelter.

## **II. ASSUMPTIONS**

- A. Hurricane advisories will be available from the Saint Lucia Met Service.
- B. Volcanic advisories will be available from the Seismic Research Unit.
- C. All District Disaster Committees will be in communication with the NEOC, coordinating actions with each other in all phases of the emergency.
- D. The primary means of evacuation will be personal vehicles. However, transportation and, where available, specialized vehicles will be used to transport those evacuees who do not have transportation.
- E. The normal operation of public agencies and private businesses in the area will continue during an evacuation. However, there will be a curtailment of activities as the National Shutdown activates.
- F. A portion of the public will act in their own best interest and voluntarily

evacuate the High Risk Areas before a recommended evacuation order.

- G. The need to evacuate could occur day or night, and there may be little control over the starting time due to the timing of the storm. Sheltering operations will be ready to start at any time on short notice.
- H. The majority of evacuees are expected to stay with relatives and friends, rather than seek public shelter.
- I. That 80% of people will leave an area when told. [Such was the case in Boguis, Black Mallet / Maynard Hill. The reverse was true for Anse la Raye]
- J. That the remaining 20% who don't leave do so for a variety of reasons. People will not leave because:
  - 1. they are house bound. [Senior homes etc.]
  - 2. they can't take their pets to a shelter. [Research indicates that as many as 25% of fatalities in natural disasters are caused by people who refuse to evacuate because of pets or who return to their homes either during an event or after when there is considerable damage.]
  - 3. of the belief that the disaster won't be as bad as officials are saying [I've lived here all my life, and nothing like that has ever happened.];
  - 4. of fear of being robbed in the shelter;
  - 5. of fear of having their homes looted;
  - 6. of being unable to bring alcohol or drugs into the shelter;
  - 7. of being unable to get to the shelter. [lack of transportation]
  - 8. that impaired individuals are not welcome at the local shelter and they will be told to travel x miles to get to find a shelter that can and will accommodate them.
- K. Local facilities, pre-identified for use as last resort refuges [emergency shelters], will be available when needed.
- L. Those facilities not intended to be shelters, but are believed to be reasonably safe from the principle damaging effects of the hazard without the amenities of a shelter; shall be available.
- M. Civic, religious, and volunteer organizations that normally respond to

emergency situations will cooperate in preparing for and conducting shelter and care operations.

- N. If local resources are exhausted or insufficient, support will be requested from NEOC through the guidelines in the SOP.

# **PART THREE**

# **SHELTER OPERATIONS**

## **I. CONCEPT OF OPERATIONS:**

### **A. Pre Strike Meeting**

1. Should the hazard permit the time there shall be a pre-Strike Meeting (decision for evacuation taken/given)
2. Management Team Mobilized:
  - i. Police (re: Security team & Marshals for Special & general needs)
  - ii. Fire Department (re: Marshals for Special needs)
  - iii. Red Cross Volunteers (re: Marshals for Special & general needs)
  - iv. National Transportation Committee (re: mobilization of Transports)
  - v. National Shelter Management Committee (re: activation of Shelters)
  - vi. Cadet Corps (re: Marshals for Special & general needs)
  - vii. Vieux-Fort Disaster Committee Members (re: Marshals for Special & general needs)
  - viii. Vieux-Fort Disaster Committee Transportation Committee (re: Mobilization of Transports)

*Note: (i, ii, iii, iv & v will be informed by/at the Pre-Strike Meeting; vi, vii & viii will be informed by NEMO Secretariat).*

### **B. Shelter Committee Operations**

1. Chairperson is responsible for:
  - a. Overall Coordination of shelter operations.
  - b. Assistance from the Ministry of Health, Saint Lucia Red Cross Society, Supplies Management Committee and other volunteer organizations to accomplish this task.
2. District Disaster Committees will function in accordance with the Saint Lucia Emergency Shelter Plan.
3. Ministry of Health is the Ministry within Government responsible for providing support to shelter operations and will have the assistance of Saint Lucia Red Cross Society and other volunteer agencies.
4. Shelter surveys by the Ministry of Works have established the approximate number of shelter spaces within the Shelter. The complete shelter listing is maintained by Ministry of Works, submitted to the NEMO Secretariat and published throughout the country.
5. As the hazard approaches NEMAC shall hold a pre-strike meeting and if necessary declare a National Shutdown, or a National Emergency, through the NEMO Secretariat, District Committees will coordinate with

the preparation and opening of emergency shelters.

6. As per its Disaster Plan, Broderlais Correctional Facility will prepare to coordinate the movement of prisoner populations to special select shelter locations.
7. As the probability of the hazard affecting the National increases, recommended and mandatory evacuations will be ordered.
8. Shelters will begin reporting to District Committees at two -hour intervals. They will report the name, location and number of shelter spaces that are available, and the number of evacuees in shelters. Reporting will continue for the duration of the emergency or for as long as shelters remain occupied. District Committees in turn shall report to the NEOC.
9. District Committees will assist in coordinating the consolidation and closing down of shelters.

### **C. Command Post Activation**

1. The Command Post will be activated (target 1 hour)
  - a. All team members, with the exception of Shelter Management personnel, are to report to the Command Post for assignment.
  - b. The Shelter Management teams for are to report to their respective shelters.
  - c. Members of the Telecoms Committee are to report with their handheld VHF radios.
  - d. NEMO Headquarters will provide additional radios to the Command Post if needed.
  - e. Committee Members shall be assigned to the various assembly points to coordinate the boarding of transports by the evacuees. A record of the departing vehicles will be kept.
  - f. The dispatch of vehicles to the various assembly points will be coordinated by the National Transportation Committee.

## **II. READINESS**

- A. As the probability of the hazard impact increases,
  - 1. The Shelter Committee should be prepared to implement increased readiness actions outlined in this plan that support evacuee reception and care.
  - 2. The Saint Lucia Red Cross Society will increase their readiness posture.
  - 3. The District Disaster Committee will coordinate with the local Shelter Team, Ministry of Health personnel and the local Saint Lucia Red Cross Society Chapter to determine its capability to support increased readiness activities.
- B. Prior to making an evacuation order the NEOC will notify the Chairperson or their representative of the District Disaster Committee. The purpose of this procedure is to ensure that local jurisdictions supporting the evacuation effort are notified so that their emergency facilities can be staffed, equipment and personnel deployed, and evacuee reception plans implemented.

## **III. RECEPTION AND CARE**

- A. Overall reception and care load:
  - 1. It is impossible to accurately predict the total number of evacuees who can be expected to take refuge in the activated Shelter due to a large number of evacuees who will lodge with relatives or friends.
- B. Planning Considerations:
  - 1. Individual Evacuee  
Most evacuees are expected to relocate using their personal vehicles. Emergency Services and District Committees are expected to assist in evacuating those residents who do not own vehicles.

## **IV. MASS CARE**

- A. To the extent possible, emergency shelters should be:
  - 1. Of wind-resistant construction;
  - 2. Situated outside of flood plains or areas where access roads could be inundated by flooding; and

3. Located away from facilities which make, use, or store hazardous materials.

B. Shelter List:

A list of shelters is produced annually by the Ministry of Works. These shelters are intended for short-term mass care not for use as temporary housing.

C. Registration:

All shelter managers will register evacuees arriving at their shelters and maintain a list of persons being sheltered. The number of evacuees at each shelter will be reported to the District Disaster Committee EOC who in turn will report to the National EOC.

D. Feeding:

The Saint Lucia Red Cross Society provides food to disaster victims in shelters for the first 72 hours until relieved by the National Supplies Management Committee. The Red Cross also supplies feeding to other victims and relief workers in the Shelter Area.

E. Tracing:

The Saint Lucia Red Cross Society shall lead the tracing of victims and the reuniting of families who have had to be evacuated.

# **PART FOUR EVACUATION**

## **I. PREPAREDNESS**

### **A. Determination of the Floodable Area.**

This is, to determine the area that has to be evacuated. Vulnerability Assessments and Hazard Maps have to be done to determine the limit of the impact zone by hazard.

### **B. Number of Evacuees.**

The census is a good source of such data, however the number has to be determined as soon as possible.

### **C. Resources for the Evacuation.**

#### **Co-ordination.**

The Royal Saint Lucia Police Force is the responsible for co-ordinating the evacuation process from the site to the shelters and back. The Police Force will co-ordinate all the rest of the organisations involved in the process of evacuation and will have absolute command on site.

#### **Transportation.**

The National Transportation Committee shall determine what transports and from where would be involved in the evacuation taking into consideration the number of people to be evacuated, the number of shelters and capacity and its location.

#### **Security.**

Security is responsibility of the Royal Saint Lucia Police Force. As all areas that are likely to need security in the case of a disaster (key buildings, banks, hospitals, EOC, airports, etc) have to be identified and secured in the case of a disaster and that security elements have to be deployed to avoid looting in affected areas.

#### **Shelter Management**

The Ministry of Education is responsible for the Emergency Procedure as it pertains to Shelter Management.

#### **Supply Management.**

Through the media messages are broadcast telling the people to carry with them their own food for one day. Nevertheless, the Saint Lucia Red Cross is responsible for supplying food and other items to activated shelters during the

first 72 hours of the emergency or the disaster, after that time, it is responsibility of the Supply Management Committee to feed the shelterees.

#### **D. Legislation for Evacuation.**

Besides any legal punishment for not evacuating, the participation of the people in preparedness activities is key for the adequate planning and execution of evacuation.

#### **E. Forecasting.**

Presently evacuation orders from NEMO are generally issued when the island is threatened by a tropical cyclone or strong tropical wave. This is usually done when the system is some distance from the island (beyond Martinique radar coverage) and the rainfall patterns within the system are not yet clearly determined. This is clearly not the most efficient approach but some improvement is expected with the establishment of the Local Flood Warning System (in progress) and the Caribbean Radar Project (in development stage).

With the advent of the Asian Tsunami in December 2004, there is much discussion regarding an early warning system for the Caribbean.

#### **E. Public Awareness.**

Although people may be aware of the need for preparedness, Tropical Storm 'Lili' in September 2002 demonstrated that, at least in Anse la Raye, they are not prepared to evacuate even under the request of the authorities on site.

Very few people accepted to evacuate, mainly elderly and only to the SDA church. People, in general, mentioned that the other shelter (Sir Arthur Lewis Community College) was too far away. People (it is understandable) did not want to leave their property behind.

Although the memory of TS Debby is still recent for some people, they still refused to evacuate.

The population must know:

1. That there is a risk.
2. That the disaster can and will occur.
3. The effects if it occurs. How can they be affected?
4. The response measures governmental agencies would execute if there is a threat of a hazard and/or if it has occurred.
5. The measures they have to take to protect themselves and their belongings, particularly regarding evacuation.
6. How can they participate in the planning process and in preparation activities for an evacuation such as simulation exercises.

## **F. Simulation Exercises.**

Simulation exercises have been conducted but only involving governmental agencies:

In February 2002, the Humanitarian Allied Forces 2002 (FAHUM 2002) Command Post Exercise was held in Tegucigalpa Honduras with the participation of 16 governmental officers of the highest level from Saint Lucia. The EOC was activated in the simulation and for 5 days the simulated Saint Lucian EOC responded to several situations considered in the simulation inserts.

In February 2003 a flood simulation exercise (table top) was held in the NEMO office with the participation of several governmental agencies. The simulation was organised by the NEMO and the consulting company that designed the model plan for CDERA. The scenario was that one of a hurricane approaching and causing floods.

In both simulations the scenario demanded the evacuation of the village of Anse la Raye; however, they were executed only to test the response of governmental agencies not to test the general population.

## **II. CONCEPT OF OPERATIONS:**

The Royal Saint Lucia Police Force will control evacuation traffic from the point it enters the Communities. Details of the routes and points of control are specified in the Evacuation Traffic Management Plan for each area to be evacuated.

## **III. PROCEDURES: TRAFFIC MANAGEMENT**

- A. Historical experience indicates that many coastal households may not move at all. However for those who may move the increased traffic should be kept in mind when selecting traffic control points and parking areas.
  - 1. Additional temporary traffic control may be needed on evacuation routes at turn off points to shelters. Signs used to direct traffic to shelters should be capable of being rapidly installed, removed, and if necessary, relocated to direct traffic to other shelters.
  - 2. It is considered essential that units performing traffic direction at turn off points to a shelter receive periodic updates on shelter status to avoid sending evacuees to a shelter which is already full.
- B. Law enforcement personnel at traffic control points should provide regular reports to the National EOC on the status of the evacuation traffic flow through each control point.
- C. Refueling facilities: Evacuees may require minor vehicle maintenance and refueling. Service stations and restaurants along the evacuation route should be encouraged to extend their operating hours during the evacuation to serve transiting traffic.
- D. Disabled vehicles should not be permitted to block evacuation routes.

# **PART FIVE - STAGING AREAS**

## **RELOCATION OF PERSONNEL AND MATERIAL FROM THREATENED AREAS:**

Government Agencies shall identify equipment, supplies, and personnel essential for responding to and recovering from a disaster that cannot be protected in- place. They are to have a Continuity of Operations Plan [COOP] that will speak to receiving requests from evacuating jurisdictions, to park vehicles and equipment, store supplies, and host key workers temporarily. Government Agencies should also be prepared for requests from the evacuating District Disaster Committee for support.

As per Standing Operating Procedures,

- Government Agencies in the Extreme North are to have their vehicles pooled at the Gros Islet Poly Clinic for the District Committees of:
  - Gros Islet
  - Castries [North, South, East, SouthEast and Central]
  
- Government Agencies in the North are to have their vehicles pooled at the Police Academy for the District Committees of:
  - Gros Islet
  - Castries [North, South, East, SouthEast and Central]
  - Anse la Raye
  
- Government Agencies in the South are to have their vehicles pooled at the Police Southern Division HQ for the District Committees of:
  - Vieux Fort [North and South]
  - Laborie
  - Choiseul
  - Micoud [North and South]
  
- Government Agencies in the West are to have their vehicles pooled at the Soufriere Comprehensive School for the District Committees of:
  - Soufriere
  - Choiseul
  - Canaries
  
- Government Agencies in the East are to have their vehicles pooled at the Dennery Fire Station for the District Committees of
  - Dennery [North and South]
  - Micoud [North and South]

# PART SIX

## EMERGENCY ALERT SYSTEM

### I. PROCEDURES:

- A. Any National-generated alert will originate through the NEMO mechanism [i.e. Met Office, Prime Minister etc.]. It will then be transmitted, through various systems [e.g. Media, Town Crier etc.]
- B. After the Activation of the Command Post public announcements on the evacuation will begin.
  - i. The announcements will be carried on Radio, Television, Mobile Public Address System & Town Criers. Additionally, Sirens will be sounded and Church Bells tolled to alert persons.
  - ii. The Announcements should state clearly the following:
    - a. That an immediate mandatory evacuation is being undertaken.
    - b. The reason for the evacuation.
    - c. That the evacuees should carry along their emergency kits.
    - d. The Assembly Points and Shelters.
    - e. That transports with NEMO Tags on the left side of the front windscreen, would provide transportation to Shelters.
    - f. Evacuees who can seek refuge with friends and family residing away from the area should do so.

### II. CONCEPT OF OPERATIONS:

- A. District Disaster Committee initiated message:
  - 1. Should a District Disaster Committee require an emergency message to be broadcast they must contact NEMO and request the message be broadcast.
- B. National initiated EAS message:
  - 1. The National EOC shall arrange for the Emergency messages to be broadcast.
  - 2. National Information Committee provides the radio stations with the message to be broadcast.
  - 3. Radio stations broadcast message to the entire Nation.

C. Evacuation and Shelter Messages:

1. National Information Committee will provide stations AM and FM frequencies, so motorists can tune to authoritative evacuation and shelter information.
2. National Information Committee will provide stations about available shelters, which will be rebroadcast periodically until updated.
3. Evacuation and shelter messages will be tailored to area and correspond to the evacuation in that area.
4. The National Telecom Committee shall activate the Citizen and Amateur Radio Emergency Support Services (CARESS).

# ANNEXES

**ANNEX A-1**

**Warning, Alert and Response Notice [WARN]  
Storm / Hurricane**

|                         |   |
|-------------------------|---|
| FLASH FLOOD WARNING     | Means a flash flood is imminent; take immediate action.   |
| FLASH FLOOD WATCH       | Means a flash flood is possible in the area; stay alert.  |
| HURRICANE               | <ul style="list-style-type: none"> <li>• CATEGORY 1- 74-95 MPH WINDS</li> <li>• CATEGORY 2- 96-110 MPH WINDS</li> <li>• CATEGORY 3- 111-130 MPH WINDS</li> <li>• CATEGORY 4- 131-155 MPH WINDS</li> <li>• CATEGORY 5- 156 OR GREATER MPH WINDS</li> </ul> |
| HURRICANE WARNING       | Issued when hurricane conditions are expected within 24 hours or less   |
| HURRICANE WATCH         | Issued when hurricane conditions are expected within 36 hours or less   |
| TROPICAL DEPRESSION     | Rotary circulation at surface, highest constant wind speed 38 miles per hour (33 knots) or less.  |
| TROPICAL DISTURBANCE    | A moving area of thunderstorms in open waters that maintains its identity for 24-hours or more.   |
| TROPICAL STORM          | Distinct rotary circulation, constant wind speed ranges 39 - 73 miles per hour (34 - 63 knots).   |
| TROPICAL STORM WARNINGS | Issued for a coastal area when there is the threat of tropical storm conditions within 24 hours.  |
| TROPICAL STORM WATCH    | Issued for a coastal area when there is the threat of tropical storm conditions within 36 hours.  |
| TROPICAL WAVE           | A trough of low pressure in the trade wind easterly.  |

**ANNEX A-2****Warning, Alert and Response Notice [WARN]  
Volcanic**

| <b>Alert Level</b> | <b>Symptoms</b>  | <b>Action by scientists (SRU)</b>  |
|--------------------|--|--|
| <b>GREEN</b>       | Volcano is quiescent, seismic and fumarolic (steam vent) activity are at or below the historical level at this volcano. No other unusual activity has been observed.   | Normal monitoring  |
| <b>YELLOW</b>      | Volcano is restless; seismicity or fumarolic activity or both are above the historical level at this volcano or other unusual activity has been observed (this activity will be specified at the time that the alert level is raised). | Monitoring system will be brought up to full capability. Civil authorities alerted. Communication system tested.   |
| <b>ORANGE</b>      | Highly elevated level of seismicity or fumarolic activity or both, or other highly unusual symptoms. Eruption may occur with less than 24 hours-notice.  | Monitoring system continuously manned. Regular visual inspection of potential vent areas. Continuous ground deformation and hydrothermal monitoring. Daily assessment reports to civil authorities. Entry to the restricted-access zone will be permitted to scientists after an evaluation on a case-to-case basis. |
| <b>RED</b>         | Eruption is in progress or may occur without further warning.  | Measurements as permitted by safety conditions. Civil authorities advised continuously.  |

**NB: Code Blue is specific to Saint Lucia ONLY.**

| <b>Alert level</b> | <b>Symptoms</b>   | <b>Action by scientists (SRU)</b>  |
|--------------------|---|--|
| <b>BLUE</b>        | A volcanic eruption is about to occur or is occurring near Saint Lucia and is likely to have effects in Saint Lucia's territory.<br><br>Alert given by the NEMO within Saint Lucia. | Warning. Providing NEMO with information about the location of the volcanic activity, the possible type of eruption, the expected time for the eruption (months, days, hours), the expected effects in Saint Lucia due to the volcanic eruption and give suggestions of actions to be taken. |

## ANNEX A-3

## Warning, Alert and Response Notice [WARN] Earthquake

### Comparing the Richter and Modified Mercalli scales

Remember - Richter measures energy of the seismic wave or shock while Mercalli measures the intensity or effect on the surface of the earth.

| Richter | Modified Mercalli | Effect   |
|---------|-------------------|--|
| 2       | I                 | <b>Instrumental.</b> Not felt except by a very few under especially favorable conditions detected mostly by Seismography.  |
|         | II                | <b>Feeble.</b> Felt only by a few persons at rest, especially on upper floors of buildings.  |
| 3       | III               | <b>Slight.</b> Felt quite noticeably by persons indoors, especially on upper floors of buildings. Many people do not recognize it as an earthquake. Standing motor cars may rock slightly. Vibration similar to the passing of a truck.                                  |
|         | IV                | <b>Moderate.</b> Felt indoors by many, outdoors by few during the day. At night, some people are awoken from bed. Dishes, windows, doors disturbed; walls make cracking sound. Sensation like a heavy truck striking building. Standing motor cars rock noticeably.      |
| 4       | V                 | <b>Rather Strong.</b> Felt by nearly everyone; many awakened. Some dishes, windows broken. Un-stable objects overturned. Pendulum clocks may stop.   |
| 5       | VI                | <b>Strong.</b> Felt by all, many frightened. Some heavy furniture moved; a few instances of fallen plaster. Damage slight.   |
|         | VII               | <b>Very Strong.</b> Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable damage in ordinary structures; considerable damage in poorly built or badly designed structures.                  |
| 6       | VIII              | <b>Destructive.</b> Damage slight in specially designed structures; considerable damage in ordinary substantial buildings with partial collapse. Damage great in poorly built structures. Fall of factory stacks, columns, monuments, walls. Heavy furniture overturned. |
| 7       | IX                | <b>Ruinous.</b> Damage considerable in specially designed structures; well designed frame structures thrown out of plumb. Damage great in substantial buildings, with partial collapse. Buildings shifted off foundations.   |
|         | X                 | <b>Disastrous.</b> Some well-built wooden structures destroyed; most masonry and frame structures destroyed with foundations. Rails bend greatly.  |
| 8       | XI                | <b>Very Disastrous.</b> Few, if any (masonry) structures remain standing. Bridges destroyed. Rails bend greatly.   |
|         | XII               | <b>Catastrophic.</b> Damage total. Lines of sight and level are distorted. Objects thrown into the air.  |

Source: CDERA/CU

## ANNEX B

### ***TIME ESTIMATES FOR EVACUATION DECISIONS:***

Depending on the speed and strength of the hazard and the number of people who are at risk, the time at which decisions must be made to evacuate will vary.

The following must be considered for the times at which action to evacuate people must be taken if the total number of people in the risk area is to be evacuated. A summary of information is given for each category.

1. Evacuees: Gives the total number people at risk in that storm.
2. Vehicles: An estimate of the average number of vehicles that would be used by the maximum number of evacuees.
3. Cut-Off Hours: The number of hours before the disaster occurs at which evacuation must be stopped because of dangerous conditions. The number of miles from landfall is also given.
4. Clearance Hours: The number of hours needed to move 100% of the risk area population, given smooth traffic flow, out of the risk area. In the larger category storms, figures are slower for clearance times in which traffic flows as it does normally, as well as for traffic flow if designated routes are converted to one-way outbound traffic. A “6+2” hour figure is included to accommodate six hours to begin the evacuation and two hours to bring the evacuation to a stop.
5. Total Decision Hours: The total number of hours before the disaster occurs when the decision to call for evacuation must be made if an effort to move all risk area residents is to be made.



