OFFICE OF DISASTER PREPAREDNESS & EMERGENCY MANAGEMENT
2-4 Haining Road, Kingston 5, Jamaica, W.I. Tel: (876) 906-9674-5, (876) 754-9077-8
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Development of National Comprehensive Disaster Management (CDM) Policy and Strategy for Jamaica

The Office of Disaster Preparedness and Emergency Management (ODPEM), an agency of the Ministry of Local Government and Community Development, is hereby inviting tenders from registered Consultants for Development of National Comprehensive Disaster Management (CDM) Policy and Strategy for Jamaica.

Consultants are expected to conform to the TOR and the Annex documents as laid out in Appendix 1.

Interested companies/Individuals must possess Valid Tax Compliance Certificate (TCC) indicating tax compliance at the time of opening of tenders.

The tender documents will be made available on <u>May 27th 2013 through to June 10th 2013</u> between the hours of 9:00 AM to 3:00 PM daily (Monday to Friday) at a cost of $3000 per package from the:

<div align="center">

Accounts Department
Office of Disaster Preparedness and Emergency Management (ODPEM),
2-4 Haining Road,
Kingston 5.

</div>

Tenders must be deposited in the Tender box in the main lobby, 2-4 Haining Road, on or before June 10, 2013 at 3:00 p.m.
Tenders submitted after this time and date will be rejected

Tenders will be opened on June 10th, 2013 at 3: 15 PM in the Emergency Operation Centre (EOC) at the ODPEM. Tender applicants are invited to attend the opening or send a representative.

Each tenderer should submit one (1) original and four (4) identical copies in two sealed envelopes, separating Technical and Financial Proposals with the outer envelope bearing the name of the tenderer and clearly addressed as follows:

<div align="center">

RFP: CDM Policy and Strategy for Jamaica (Consultancy)
Administrator
Office of Disaster Preparedness and Emergency Management
2 – 4 Haining Road
Kingston 5

</div>

Queries relating to this Request for Proposal (RFP) may be directed to the undersigned on or before May 31, 2013, by fax 754 – 3229 or by email to: dbailey@odpem.org.jm The Administrator will respond to all applicants within 2 working days when addressing individual queries. No queries made by telephone will be accepted.

The inner envelopes shall also indicate the name and address of the Bidder to enable the bid to be returned unopened in case it is declared "late."

Recommendation for award(s) will not necessarily be made to the lowest bidder but in respect of the best overall proposal(s).

Sincerely,
Office of Disaster Preparedness and Emergency Management

Dwayne Bailey
Administrator
FOR DIRECTOR GENERAL

TERMS OF REFERENCE:
Development of National Comprehensive Disaster Risk Management (CRDM) Policy and Strategy for Jamaica

1.0.   INTRODUCTION

Genesis of Comprehensive Disaster Management in Jamaica

Jamaica is very vulnerable to many types of hazards; these include:

- Floods

- Hurricanes

- Earthquakes

- Anthropogenic hazards such as chemical spills; sea, road, rail and air accidents, civil strife and riots

- Fires

As a consequence of the June 1979 floods, which devastated sections of western Jamaica, the Government of Jamaica recognized the need for the establishment of a permanent disaster preparedness and relief organization, which would be responsible for coordinating, monitoring and educating the nation on disasters and disaster events. The Office of Disaster Preparedness and Emergency Relief Coordination (ODIPERC) was established in July 1980 and eventually transitioned to the Office of Disaster Preparedness and Emergency Management (ODPEM) in 1993.   The ODPEM is the National Disaster Organization responsible for disaster management in Jamaica and has been charged with the responsibility for taking action to reduce the impact of disasters and emergencies on the Jamaican population and its economy. The agency plays a coordinating role in the execution of emergency response and relief operations in major disaster events.

1.1.   The focus of Disaster Management in the Caribbean has evolved from one principally concerned with response to events, to a greater focus on disaster risk reduction. In Jamaica, a paradigm shift to Comprehensive Disaster Risk Management (CDRM) is being instituted. It involves a focus on the management of all hazards and different risks through all phases of the disaster management cycle.

1.2.   This paradigm shift in our approach to risk management will necessitate more proactive and strategic planning to galvanize the necessary support by decision makers, encourage sector mainstreaming of CDRM, enhance knowledge management on CDRM and strengthen community resilience.

1.3.   There are several key tools that are recommended to exist within national systems to propel CDRM implementation and mainstreaming at the sector level. This includes (i) the introduction and/or strengthening of the requisite policy and regulatory frameworks, (ii) a shift to elaboration of programming results within a longer term planning horizon and (iii) the embracing of mechanisms to assess changes being effected.

1.4.   The CDEMA CU developed a model national CDM Policy and associated national CDM Strategy and work programming templates to support Participating States (PS) to deliver CDM or in the context of Jamaica CDRM.

1.5.   Through direct funding support provided by the CDEMA Coordinating Unit under the CDM Harmonized Programme, Phase 1, Jamaica will be advancing the adaptation of the model national CDM Policy and Strategy.

1.6.   The National CDRM Policy will ensure that there is a long term policy framework for implementing CDRM which is reinforced by commitment of the political directorate. It will also set the context for the elaboration and integration of the key components and principles of CDRM into national strategies, legislation, regulations, plans and programmes.

Conceptual Framework

The development of the Policy is necessary for the following reasons:

- To incorporate CDM into Jamaica's development goals.

- To reinforce the objectives of the Vision 2030 National Development Plan which speaks to improved resilience to all forms of hazards and the effects of climate change

- To address the problem of vulnerable communities. There are currently over three hundred (300) vulnerable communities in Jamaica with over 50% of the population and critical productive sectors being located in coastal areas;

- To address the increasing costs in damage to infrastructure and livelihoods due to disasters;

- For alignment with Jamaica's draft CDM Legislation which will reflect several changes in the DRM landscape within the country;

- To reflect Jamaica's commitments to international agreements;

- To support and underpin the national disaster risk management programme

- To articulate the connection /linkages with climate change, climate variability and increased vulnerability

- To give direction on the implementation of the national DRM programmes at the local level.

- To reinforce the wider DRR issues and the linkages to the various other national development policies.

With the development of this policy it is hoped that:

- Line Ministries Departments and agencies will mainstream DRM and designate DRM focal points

- The Policy will facilitate the development of an Action Plan that will clearly delineate roles, responsibilities and DRR actions for all stakeholders in Jamaica.

- The enabling environment will be established to facilitate the implementation of various bilateral, regional and international agreements

- Strengthen the interconnection and minimize the duplication and variances among other national development policies.

- Highlight the linkages with climate change policy also being developed

2.0   OBJECTIVES OF THE CONSULTANCY

Overall Objective

The overall objective of the comprehensive disaster risk management policy is aimed at addressing from a holistic point of view the issues relating to mainstreaming disaster risk management in Jamaica. And will ensure that there is a long term policy framework for implementing CDM which is reinforced by commitment from the political directorate. It will also set the context for the elaboration and integration of the key components and principles of CDM into national strategies, legislation, regulations, plans and programmes.

The Specific Objectives are:

To guide the adaptation of the model national CDM Policy in Jamaica following a highly participatory process, namely to:

> **2.1.1   Produce the final policy document**
>
> **2.1.2   Develop the framework for the strategy and action plan**

3.0   SCOPE OF WORK

Preparation of the Inception Report

3.1   The Consultant is required to prepare an inception report that details the approaches/methodologies, timelines, risks, mitigation measures, assumptions, expected results and milestones associated with the Consultancy.

Development of National CDRM Policy and/or Strategy

3.2   Review the model national CDM Policy and Adaptation Guide, and templates for national CDM strategy and work programme. The Model National CDM Policy and Model National CDM Strategy and Work Programme must guide the content and template of the Final Country CDRM Policy and Strategy. The model documents are annexed to this TOR.

3.3   Review existing national policies, strategies and work programmes and other relevant documents related to comprehensive disaster management in Jamaica with a view to determining:

a.   If these policies/ statements focus in any way on comprehensive disaster management;

b.   outline the   responsibilities for disaster management activities for Ministries, Departments and Agencies and identify focal points the framework and recommended procedures for making funds available for disaster management activities across sectors;

c.   The identification and allocation of adequate resource available to implement disaster risk reduction activities at all administrative levels;

d.   Whether MDA's have articulated how disaster risk management will be treated for their entities;

e.   Gaps and areas for improvement and means for integrating these policies into the national programmes;

f.   Critical issues (current and likely future) issues which should be addressed in a CDRM policy; and the various work streams are fully defined and articulated with roles and functions toward s functioning multi-hazard platform. Guide the development of national DRM indicators

g.   Enhance the development of the Risk information platform

h.   Current policies and activities that contribute to increased vulnerability to hazards.

3.4   Examine all legislation pertaining to disaster management in order to determine gaps in the legislative framework necessary for a CDRM Policy;

3.5   Review existing regional agreements to determine national commitments and opportunities to achieve multiple objectives through the National CDRM policy.

3.6   Consult with the Policy Development Committee (PDC) on the following:

a.   To obtain guidance on the national policy formulation process;

b.   To receive technical inputs for the drafting of the CDRM Policy

c.   To receive technical inputs for the drafting of the CDRM strategy

d.   To receive inputs and comments to guide the finalization of the CDRM Policy and Strategy.

Stakeholder Consultation for the finalization of the national CDRM Policy and Strategy

3.7   In close collaboration with the PDC, prepare an agenda and associated documentation for a series of Stakeholder Consultations with the various interest groups at which the draft national CDRM Policy will be finalized

3.8   Facilitate the stakeholder consultation at a date and place to be determined by the ODPEM

3.9   Prepare a Stakeholder Consultation Report

4.0   RESULTS AND DELIVERABLES

The Consultant will submit the following:

4.1   Inception report which should include intended project and consultation results and strategies for achieving these;

4.2   Prepare Draft National CDRM Policy for review by NDO Stakeholders and the Policy Committee;

4.3   Prepare Draft National CDRM Strategy for review by NDO Stakeholders and the Policy Committee;

4.4   Agenda and associated documentation for a two-day Stakeholder Consultation;

4.5   Stakeholder Consultation Report;

4.6   Final National CDRM Policy for ratification by Policy Committee

4.7   Final National CDRM Strategy for ratification by Policy Committee and Stakeholders

4.8   Final Report of consultancy which should detail the activities undertaken, results (planned and unplanned), lessons learned and recommendations.

NOTE: timelines for submission of deliverables listed at items 4.1-4.6 above will be agreed to and detailed in the final inception report.

5.0   INDICATIVE TIMEFRAME AND MAN DAYS

Item/Activity Description	Estimated Man Days
Preparation of Inception Report	
Meeting with NDO to guide the preparation of the inception report	1
Policy and other Document Review	4
Preparation of the inception report	3
Sub-Total	**4**
Development of National CDRM Policy and Strategy	
Draft Country CDRM Policy.	3
Draft Country CDRM Strategy.	3
Develop agenda and documentation for Stakeholder Consultation	2
Circulate draft policy and strategy	0.5
Facilitate Stakeholder Consultation	2
Prepare minutes/report of Stakeholder Consultation	2
Prepare and Submit Country CDRM Policy and Strategy	4
Circulate Final Draft documents for Stakeholder review approval (Policy Committee to attend)	2
Facilitate Stakeholder Consultation to complete review	0.5
Prepare minutes/report of Stakeholder Consultation	1
Prepare and Submit Final CDRM Policy and Strategy	3
Adjustments as per Policy Committee requirements	1
Final Submission (electronic and hard copies)	0.5
Sub-Total	**24.5**
TOTAL	**28.5**

Note: All other expenses are to be included in the financial proposal such as communications, travel and DSA costs for Consultant (s) (if applicable).

6.0   INPUTS OF THE ODPEM

- Comments on all products/reports of this consultancy;

- Guidance information on sourcing documents and/or resource persons as appropriate;

- Existing relevant CDM related policies, strategies and plans;

- Provision of technical and expert information on disaster risk management in Jamaica;

- Facilitation of access to relevant subject matter experts as required by the consultant;

- Provision of office space and administrative support.

7.0   EVALUATION CRITERIA

Technical weight 70%
Financial Weight 30%
Evaluation method Quality Cost Based Selection (QCBS)

The Consultant should have the following skills:

Qualifications and Experience

1.   Post Graduate qualification in International Development and/or Policy Analysis/Development or in a related field;

2.   A minimum of five (5) years experience in Policy Development and/or review;

3.   A minimum of three (3) years experience in development and review of strategic planning in the Caribbean region;

4.   A minimum of three (3) years experience in Disaster and/or Environmental Management;

5.   Experience in working at policy and/or strategic planning level of the public service in the Caribbean region will be a distinct advantage;

Knowledge and Skills

6.   Demonstrated knowledge and skills in stakeholder participation techniques;

7.   Demonstrated knowledge and skills in facilitation of workshops;

8.   Demonstrated analytical and research skills in the field of policy and strategy development and management

9.   Strong communication, documentation and presentation skills;

10.   Demonstrated knowledge of the Enhanced CDM Strategy is a distinct asset.

The Technical Proposal should indicate at minimum:

1.   Proposed clear and logical approach to be taken for the roll out of the consultancy;

2.   Evidence of stakeholder participation in the development of the CDRM Policy for Jamaica;

3.   Timelines;

4.   Curriculum Vitae of the consultant.

The Consultant may be an individual or firm/company and should be available and able to commence the assignment on June 24th, 2013 The duration of the consultancy is scheduled to last a maximum of six (6) months.

A technical and financial proposal based on the Terms of Reference outlined above must be provided by no later than close of business on **June 10th 2013 at 3:00pm**

The proposal must include full Curriculum Vitae of the consultant. Further information may be obtained from the ODPEM website. Applications without the required supporting documents will be deemed to be incomplete and will be rejected.

Please send applications in a sealed envelope with all supporting documents to the contact and address below:

Administrator
Office of Disaster Preparedness and Emergency Management
2 – 4 Haining Road
Kingston 5

ANNEX – COMPREHENSIVE DISASTER MANAGEMENT MODEL NATIONAL CDM POLICY ADAPTATION GUIDE

COMPREHENSIVE DISASTER MANAGEMENT

BUILDING RESILIENCE FOR A SAFER CARIBBEAN

MODEL NATIONAL CDM POLICY
ADAPTATION GUIDE

Prepared by Vasantha Chase, Ph.D.

*Th*is document is intended to provide guidance to NDOs who wish to embark on the preparation of a National CDM Policy based on the Model National CDM Policy developed by CDEMA through a fairly extensive consultative process. The Nation CDM Policy may wish to take its cue from the model CDM Policy which was endorsed by the Technical Working Group in May 2011 and then further discussed and endorsed at the CDEMA Technical Advisory Committee when it met in the BVI in May 2011 and by a wider group of stakeholders when they met in Barbados on July 29 2011.

Some countries have already prepared CDM Policies or own a suite of policies related to comprehensive disaster management. These countries may wish to use this Guidance Document to enhance and/or update their existing instruments so that they are aligned with the Vision, Goal and Outcomes of the endorsed Model National CDM Policy.

Each country will be guided by its own national circumstances and the resultant policy must reflect and acknowledge these national circumstances, conditions and needs. Some countries may choose to use the Model National CDM Policy to guide the process while others may wish to initiate the process by revising an existing national CDM policy. Some other countries may choose to use the Model National CDM Policy to help formulate a CDM Strategy. Whichever path a country chooses, fundamental to the process will be the **establishment of an intersectoral and multi agency committee** to assist in the policy/strategy formulation and in ensuring that **extensive consultations** are held before and after the is formulated.

The process of policy formulation that is embedded in this Adaptation Guide is made up of set of inter-related activities, very similar to the one provided in the Guidance Document developed by CDEMA for the preparation of a National Hazard Mitigation Policy. A number of the Participating States have developed this policy and are therefore familiar with the processes involved in policy formulation.

The Model National CDM Policy and this Adaptation Guide is also supported by a Guidance Note for the preparation of a CDM Strategy and Multi-Year Work Plans.

*P*olicy is defined as course or principle of action adopted or proposed by a government, party, business or individual intended to influence decisions and actions. CDEMA defines Comprehensive Disaster Management as the management of all hazards through all phases of the disaster management cycle – prevention and mitigation, preparedness, response, recovery and rehabilitation – by all peoples – public and private sectors, all segments of civil society and the general population in hazard prone areas. CDM involves risk management and integration of vulnerability assessment into the development planning process.

The constructs of this Model National CDM Policy take their cue from the principles and priorities that are established in the CDM Strategy and Enhanced Programming Framework 2007-2012. Principal to the Model National CDM Policy is the paradigm shift from response to events to one based on disaster risk reduction through greater attention and emphasis on mitigation, preparedness and recovery[1]. In addition, it is envisaged that the National CDM Policy will be part of the participating State's political agenda; that it will be backed by dedicated resources in the national budget; and that it will have leadership and a champion at the highest levels of government. The Model National CDM policy is constructed on a tripartite conceptual framework, made up of the CDM Approach, a CDM Enabling Environment, and a CDM Mainstreaming Environment. These three pillars of the Model National CDM policy contribute the essential elements for creating a resilient society and contributing to its sustainable development.

In terms of the extent to which CDM principles are the focus of attention by the NDOs, the following observations in the Regional Baseline Study commissioned by CDEMA in 2010[2] bears relevance:

1. Less than half of the Participating States that participated in the study claimed that they had an approved National CDM Policy. Of these about half felt that their existing CDM Policies are adequate.
2. In one case CDM is represented as a policy statement within the National Disaster Plan while another Participating State has integrated it into its National Hazard Risk Reduction Policy.
3. About a quarter of the Participating States did not have a National CDM Policy.

During the multi-stakeholder consultation held in Barbados, one Participating States expressed concern over "branding". This Participating State had been practicing the principles of CDM but using different nomenclature.

Irrespective of whether or not a Participating State has enacted a CDM Policy on its own or embedded it in some other related policy; whether the CDM principles are being applied using different terminology; or whether Participating States are desirous of formulating a National CDM Policy based on the Model, this Guide can be easily adapted: Participating States will choose the point of entry into the policy formulation cycle and select which processes are best suited and relevant to

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[1] Advancing CDM at the National Level – A Model for Discussion

[2] CDEMA, 2010. Comprehensive Disaster Management Regional Baseline Study

their national situation. It is for this reason that the Model National CDM Policy was not formulated as a template.

1.1 Policy Formulation

*P*olicy generally describes the intention of the Government and provides the principles that govern the actions towards given ends. It defines the agreed and settled courses for adoption by the government and the institutions. At the national level, policy embraces general goals, acceptable procedures and actions to achieve their goals. Policy provides a basis for formulation of strategies, plans, legislation and other framework documents. While policies reflect long-term objectives, they are also subjected to modifications and revisions based on changed vision and goals.

Some desirable principles that lead to achieving good policy are:
- a form of participatory process;
- national determination of clear goal;
- agreement on ways to set priorities;
- implementation arrangement with clear cut task distribution;
- better monitoring mechanism of activities for improvement of services and strategic information;
- devolution of decision making power to where potential contributions for sustainability are greatest; and
- stakeholder participation.

Policy development is an iterative process. There is no one neat definition of policy or a standardised process for developing policy.

In the Caribbean, there are however some standard steps that are usually followed:

1. Formation of a working group or expert group with the representatives of the concerned agencies, departments, consultants, etc charged with the responsibility of drafting the policy document.

2. Review of existing sector policies, strategies and legislation by the group.

3. Data collection, scrutiny of the data and studies by the group for preparation of the draft policy.

4. Preparation of discussion paper on 'proposed policy directions'.

5. Inter-ministerial meetings, etc on proposed policy direction.

6. Wider consultations with civil society, stakeholders, target groups, local govt. functionaries and formal & informal local and public and private sector representatives.

7. Revision of the draft using feedback from the workshop and the meetings.

8. Circulation of the first draft to different Ministries, agencies, groups, institutions and organisations for their review and written comments.

9. Broad based consultations on the first draft of the policy.

10. Finalising of the draft policy proposal through an inter-ministerial meeting after discussing the comments and observations received through the consultations, discussions and workshop.

11. The sponsoring Ministry formally approves the draft policy through the Ministry's usual procedures.

12. The sponsoring Ministry then sends the draft policy to the Cabinet/ Council of Ministers for final approval.

13. The Cabinet / Council Ministers accords the final approval to the draft policy.

14. The approved policy is then published in the official gazette for information of the members of the public.

15. The sponsoring Ministry initiates institutional and administrative actions for implementation of the Policy.

16. The sponsoring Ministry also initiates formulation of strategies, plans and programs supporting the approved policy.

1.2   The Policy Process Attributes

𝓕or purposes of this Adaptation Guide the steps identified above are combined into an eight-step policy cycle.

1. Issue identification
2. Policy analysis
3. Policy instrument development
4. Consultation (which permeates the entire process)
5. Coordination
6. Decision
7. Implementation
8. Evaluation

A note worthy of mention here is that although policy-making is described above in stages, it is not linear; the entire process is in no way automatic and can change directions or even cease to be at any point. Stage 3 may be an opportunity for a new "identification of problems," the "implementation" phase usually requires a redefinition of the "formulation" of the policy proposal, and the "evaluation" can lead to a new "problem identification." Far from being linear, the policy process is dynamic and, at times, even chaotic. For instance, a policy can end without having been subject to evaluation and another can be implemented before having been formally or legally adopted.

Policy documents usually contain certain standard components including:

- A **purpose statement**, outlining why the organization is issuing the policy, and what its desired effect or outcome of the policy should be.
- An **applicability and scope** statement, describing who the policy affects and which actions are impacted by the policy. The applicability and scope may expressly exclude certain people, organizations, or actions from the policy requirements. Applicability and scope is used to focus the policy on only the desired targets, and avoid unintended consequences where possible.
- An **effective date** which indicates when the policy comes into force.
- A **responsibilities** section, indicating which parties and organizations are responsible for carrying out individual policy statements. Responsibilities often include identification of any relevant oversight and/or governance structures.
- **Policy statements** indicating the specific regulations, requirements, or modifications to organizational behaviour that the policy is creating. Policy statements are extremely diverse depending on the organization and intent, and may take almost any form.

Some policies may contain additional sections, including:

- **Background**, indicating any reasons, history, and intent that led to the creation of the policy, which may be listed as **motivating factors**. This information is often quite valuable when policies must be evaluated or used in ambiguous situations, just as the intent of a law can be useful to a court when deciding a case that involves that law.
- **Definitions**, providing clear and unambiguous definitions for terms and concepts found in the policy document.

*T*he CDM is the management of all hazards through all phases of the disaster management cycle – prevention and mitigation, preparedness, response, recovery and rehabilitation – by all peoples – public and private sectors, all segments of civil society and the general population in hazard prone areas. It involves risk management and integration of vulnerability assessment into the development planning process[3]; is an integrated process, which requires a considerable amount of interagency collaboration and coordination. In the development of any country policy it will therefore be necessary to involve a number of departments in the policy formulation process. It is therefore suggested that a Policy Development Committee (PDC) be set up to guide and coordinate the policy.

Step 1

*E*stablishment of the Policy Development Committee (PDC):

1. The NDO undertakes a stakeholder analysis in order to determine who should participate in the PDC. The stakeholder tool is provided in Annex 1.
2. Recommended members of the PDC:
    a. Economic Development and Planning
    b. Finance
    c. Health
    d. Agriculture – Forestry, Fisheries
    e. Public Utilities
    f. Meteorological Office
    g. Tourism
    h. Education
    i. Environment
    j. National Climate Change Committee
    k. Insurance Council

[3] CDEMA, 2001, 2006

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    l. Social Development
    m. Gender Affairs
    n. Village and Town Councils
    o. Relevant Community Groups
    p. NGOs
    q. Chamber of Commerce
    r. Professional Associations – engineers, architects

The stakeholder analysis will help to identify the roles and responsibilities of each of these agencies/groups and the extent to which they should participate in the PDC. Not all agencies/groups will be involved in the policy writing process; all of them must however be involved in the consultative process.

It is recommended that the policy writing team should be limited to not more than 5 persons with a skill set comprising policy development, and comprehensive disaster management

3. The recommended scope of the PDC is as follows:
    a. Provide guidance to the policy formulation process;
    b. Provide technical inputs for the CDM Policy;
    c. Participate in the drafting sessions; and
    d. Participate in the review and finalisation of the CDM Policy.

It is further recommended that the NDO act as the Secretariat to the PDS and be responsible for:
    a. Convening of meetings, including drafting and technical review sessions;
    b. Ensuring the dissemination of relevant documents;

c. Facilitating the sharing of information between all stakeholders during the policy formulation process; and

d. Develop and implement an awareness strategy on the National CDM Policy

If funding is available the NDO and the PDC may opt to hire a consultant to lead the policy formulation process.

It is estimated that the policy formulation process will last from 6 to 9 months. A sample workplan for the process is provided in Annex 2.

Step 2 | *D*etermining Country needs

The PDC in collaboration with other appropriate stakeholders has to agree on a set of parameters that will guide the CDM Policy. It is therefore critical that all members of the PDC have a common understanding of what constitutes CDM. It is strongly recommended that the definition provided by the CDEMA CU be used as standard reference: multi hazard and all processes in the disaster management cycle. It is also recommended that the PDC be familiar with the Model CDM Policy prepared by the CDEMA CU.

Once a common understanding of the CDM elements and processes has been established the PDC needs to undertake an assessment of the present situation of disaster management in the country, i.e.

1. Identify the range of hazards that affect the country; the frequency and impact of the hazards;

2. Identify the approaches used to mitigate the hazards and list gaps and challenges to these approaches;

3. Prioritise issues and concerns pertaining to CDM in the country;

4. Review all National and Sectoral policies, which relate to disaster management issues with a view to determining:
a. If these policies/ statements focus in any way on comprehensive disaster management
b. Who has responsibility for disaster management activities.
c. Whether funds are available for disaster management activities
d. If there are opportunities for stakeholder involvement.
e. Gaps, and areas for improvement and means for integrating these policies into the national
f. Development policies or addressing issues, which should be included in a CDM policy.
g. Current policies and activities that contribute to increased vulnerability to hazards.

5. Examine all legislation pertaining to disaster management in order to determine gaps in the legislative framework necessary for a CDM Policy; and

6. Review existing regional agreements to determine national commitments and opportunities to achieve multiple objectives through the National CDM policy.

This assessment should also include a review of documents and reports. A

sample of these is provided in Annex 3.It will be useful to review the Model National CDM Policy which provides a guide for a model CDM Policy.

| Step 3 | $\mathcal{D}$etermining the Policy Context |

The analysis should be catalogued in a Policy Directions Paper which should set out:

a. The status of disaster management in the country;

b. Gaps and challenges to disaster management in the country;

c. The issues that should be addressed in the policy; and

d. What should be conceptual framework guiding the policy – a conceptual framework has been provided in the Model National CDM Policy.

The Policy Directions Paper can be written by a small group of the PDC or by a consultant. There is sufficient literature available that this process should not take more than 4 weeks to complete. A sample Table of Contents for the Policy Directions Paper is provided in Annex 4. This step can be vastly shortened by referring to and adapting information from the Model National CDM Policy

Alternatively the process can be undertaken through a stakeholder workshop. This workshop should run for duration of at least 2 days and should be facilitated by an outside party. A sample agenda for the workshop is provided in Annex 5.

The Policy Directions Paper is then discussed by the entire PDC; if time permits, further discussions should be held at the inter-ministerial level, especially with those agencies that will be directly involved in implementing the elements of the Policy. Every attempt should be made to ensure that there are no conflicts with other existing policies and that synergies with other policies are fully optimised.

$\mathcal{C}$onsultations

| Step 4 | In order to ensure bye-in it will be useful to have a broad based consultation on the Policy Directions Paper to ensure that issues of all stakeholders are articulated and addressed.

In the event that the policy directions process was undertaken through a stakeholder consultation then there is no longer need for any further consultations at this point. Instead the consultation report is circulated to all relevant ministries and agencies, private sector entities and civil society groups for review and comment.

The results from this consultation(s) are then used to formulate the Draft Policy Document. This document should utilise the Model National CDM Policy as the guiding framework.

| Step 5 | *P*olicy Formulation |

A National policy will express government's intention with respect to disaster management. It will therefore set out broad goals and objectives and the means for achieving the objectives.

The Contents for the Policy Document is provided in Annex 6.

| Step 6 | *F*inalisation of the Policy |

a. Circulate an agreed upon plan of action to PDC members and other important stakeholders for feedback.

b. Circulate draft National CDM Policy of (**COUNTRY NAME**) to PDC members and other important stakeholders requesting feedback within 15 days of circulation.

c. Incorporate comments into draft National CDM Policy of (**COUNTRY NAME**)

d. Utilising the agreed upon plan of action, facilitate the convened policy review sessions of the final National CDM Policy of (**COUNTRY NAME**) the PDC.

e. Facilitate a national technical review session convened within six weeks of review sessions with PDC to present and discuss the final draft of the National CDM policy

f. Finalise the National CDM Policy for (**COUNTRY NAME**) incorporating the agreed upon outputs of the technical review session within ten working days following the technical review session.

STAKEHOLDER TOOLKIT

A stakeholder is a person or group associated with a problem or issue. Stakeholders can be organisations, groups, departments, structures, networks or individuals, but the list needs to be pretty exhaustive to ensure nobody is left out. Primary stakeholders are those ultimately affected, either positively (beneficiaries) or negatively. Secondary stakeholders are the intermediaries. This definition of stakeholders includes both winners and losers, and those involved or excluded from decision-making processes. Key stakeholders are those who can significantly influence, or are important to the success of an intervention. Various tools are available for the conduct of Stakeholder Analysis. The following table may help organise the brainstorm, or provide a structure for feedback.

Public Sector Stakeholders	Private Sector Stakeholders	Civil Society Stakeholders
Examples		
Ministries/ Departments	Corporations and Businesses	NGOs
		CBOs
Local Government	Business Associations	Media
Commissions	Professional Bodies	Churches
Statutory Bodies		Schools
	Financial Institutions	
Agency responsible for Gender Affairs/women's Affairs		Social Movements and advocacy groups
	Tourism enterprises	
		Women's Groups
		Trade Unions

The first step is to identify all the stakeholders or interest groups associated with this problem or issue. The question to ask here is which stakeholders (organizations, groups, and individuals) are relevant in disaster management in the country

A small group of about six to eight people, from the NDO and some other agency(s) familiar with a varied perspective on disaster management, should be enough to create a good brainstorming session. Stakeholders can be organisations, groups, departments, structures, networks or individuals, but the list needs to be pretty exhaustive to ensure nobody is left out. Then organise the stakeholders in different matrices according to their interest and power. 'Interest' measures to what degree they are likely to be affected by the research project or policy change, and what degree of interest or concern they have in or about it. 'Power' measures the influence they have over the project or policy, and to what degree they can help achieve, or block, the desired change.
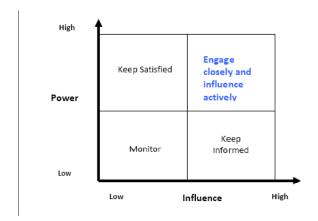
Table of Influence

Stakeholder	Importance	Influence

Stakeholders with high power, and interests aligned with disaster management, are the people or organisations it is important to fully engage and bring on board. If trying to create policy change, these people are the

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targets of any campaign. At the very top of the 'power' list will be the 'decision-makers', usually members of the government. Beneath these are people whose opinion matters – the 'opinion leaders'.

Stakeholders with high interest but low power need to be kept informed but, if organised, they may form the basis of an interest group or coalition which can lobby for change.

Then, using the grid in the figure below the stakeholders can be organised in different matrices according to their interest and power. 'Interest' measures to what degree they are likely to be affected by the strategy or policy change, and what degree of interest or concern they have in or about it. 'Power' measures the influence they will have over the strategy or policy, and to what degree they can help achieve, or block, the desired change.

Stakeholder Grid

Those with high power but low interest should be kept satisfied and ideally brought around as patrons or supporters for the proposed project.

The information generated from the stakeholder analysis can also be used to develop a strategy for how best to engage different stakeholders in a project, how to 'frame' or present the message or information so it is useful to them, and how to maintain a relationship with them.

Conducting a well structured stakeholder analysis is key to the policy formulation. Quite often the wrong stakeholders or too many stakeholders are selected and the process is impacted upon by slow decision making. While there is no rule on an appropriate number of stakeholders, the primary stakeholders should be limited and should be kept to those who can influence and help move the process forward. Other stakeholders identified in the stakeholders Grid can be brought in as and when necessary.

It is also important to note that while gender sensitivity in the selection of the stakeholders is critical, the right type of stakeholders must be chosen. Female stakeholders should not be chosen just for the sake of their gender; they have to be chosen because of the value they will bring to the intervention.

The choice of individuals representing the agencies is equally very important. In some instances it will be necessary for individuals to be of a policy making or executive level while in other instances they can be of a technical level. All individuals must however be able to take decisions on behalf of their agencies or have access to other individuals who can make the necessary decisions.

WORK PROGRAMME OF THE POLICY DEVELOPMENT COMMITTEE

No.	Activity	Responsibility	Timeline (months)						Comments
			1	2	3	4	5	6	
1	Stakeholder analysis								
2	Establishment of PDC								
3	[engagement of consultant if feasible]								
4	PDC Inception meeting								
5	Document Review								
6	Stakeholder Meetings								
7	Data Analysis								
8	Visioning exercise								
9	Preparation of discussion paper on proposed policy direction								
10	Inter-ministerial Consultation on paper on policy direction								
11	Wider consultations on paper on policy direction								
12	1st draft of CDM Policy								
13	Consultation on draft policy								
14	Finalisation of CDM Policy								
15	Transmission to Cabinet for approval of CDM Policy								
16	Official gazetting of policy								

LIST OF DOCUMENTS THAT SHOULD BE REVIEWED

Documents on CDM
- Model National CDM Policy
- CDM in the Caribbean Baseline Study
- Enhanced CDM Strategy and Framework
- CDEMA ICT Policy
- CDM Regional Baseline Data – Country Specific Data and Country Analysis
- Regional Baseline Report
- Draft national disaster management bill
- Disaster management regulations - subsidiary legislation
- Terms of reference: Model national disaster management office organizational structure for Advancing comprehensive disaster management (CDM)
- National Performance Measurement Frameworks for the national CDM Strategy
- RBM Approach Facilitators 'Manual
- The mainstreaming climate change into Disaster risk management for the Caribbean region (CCDM) project
- Regional Monitoring, Evaluation and Reporting Framework
- Regional Monitoring, Evaluation and Reporting Manual and Tools
- National Hazard Mitigation Policies
- National CDM Strategy
- National Work Programmes
- Hyogo Framework for Action

National Plans and Policies

- National Development Plans / Integrated Development Plans
- National Disaster Plan
- National Mitigation Plan
- National Oil Spill Plans
- National Physical Development Plan
- National Environmental Plans or Policies
- Climate Change Adaptation Plans/Policies (CPACC project)
- Integrated Coastal Management Plans
- Coastal Management Plans
- Gender policies or plans

Sectoral Plans and Policies
- Agriculture
- Forestry
- Fisheries
- Health
- Housing
- Infrastructure
- Tourism

National Legislation/Regulations
- National Disaster Legislation
- Physical Planning Legislation
- Environmental Legislation
- Agricultural Legislation
- Forestry Legislation
- Fisheries Legislation
- Marine Legislation
- Public Health Act
- Building Legislation
- Building Codes/Regulations
- Public Works Act
- Water and Sewerage Act

SAMPLE TABLE OF CONTENTS FOR POLICY DIRECTIONS PAPER

Executive Summary

1. A statement of current policy
2. Reasons for initiation changes
3. Policy options to be considered
4. Pros and cons of each option
5. Recommended course of action
6. Reasoning for selecting that course of action

> *The* constructs of the Model National CDM Policy take their cue from the principles and priorities that are established in the CDM approach and Enhanced Framework. Principal to the CDM approach is the paradigm shift from response to events to one based on disaster risk reduction through greater attention and emphasis on mitigation, preparedness and recovery.

Overview and Background

- Statement of purpose – Why is the decision-maker being asked to consider a policy change at this time?
- Review the Current Policy – What are we currently doing, why are we doing it this way, what is the public's perception of the policy? Assess how well it is or is not working.
- Statement on the Necessity for Change – What circumstances (e.g., changes in government, leadership, stability, etc.) have changed that make a new approach advisable or necessary?

Discussion

- Discuss the alternatives to the current policy option by enumerating and explaining each policy option in turn.
- Pros and cons of each policy option should be discussed next. Identify the political, economic, and security implications for each option. Each policy option should be compared and contrasted to the other options as well as to the current policy.

Recommendation

- Clearly identify which option will be recommended and which options will be discounted.
- Clearly lay out the argument for why that option is better than each of the others.

Implementation

- Write a detailed recommendation for specific steps on how and when to implement the recommended policy option.

SAMPLE AGENDA FOR POLICY DIRECTIONS STAKEHOLDER WORKSHOP

Workshop participants should include all those who are actively involved in disaster management in the country. These stakeholders would have been determined during the stakeholder analysis phase. It is important to ensure that the agencies are represented by persons who can make decisions and/or who are technical officers who implement projects and programmes that impact on or are impacted by disaster management.

Given the nature of the workshop it will be useful to keep the size to not more than 15 to 20 persons. Consequently the choice of the participants is critical.

The workshop should be facilitated by a consultant who will also be responsible for preparing the workshop report.

Day 1
Plenary
1. Introduction of participants – participants should also state their agency's expectations from the workshop and from the policy formulation process.
2. Brief presentation on the Model CDM Policy and other relevant information on CDM.
3. Round robin on each agency's role in CDM in the country.

Group Discussion
The participants are divided into groups – 4 to 5 groups with not more than 5 persons in each group. The group chooses a facilitator and a rapporteur. The group is asked to identify:
1. Major hazards that impact the country
2. Types of response to hazard events over the last 10 years – gaps and challenges
3. Not more than 10 problems faced in disaster management in the country – prioritise and group
4. Causes of the problems identified in (3) above group problems and prioritise
5. Identify root problem and causes of root problem

Plenary Discussion
Each group presents its findings in plenary. The group then decides on 5 major problems that impact on disaster management in the country. The group continues discussions on the causes of these problems and the impacts of these problems. These discussions should lead to what a CDM Policy should address.

Group Discussion
The groups reconvene to begin the visioning exercise. The group will identify:
1. The rationale and purpose of a CDM Policy
2. Vision for the Policy
3. Policy Goals
4. Policy Objective(s)

Plenary Session

Each group makes its presentation and sufficient time is allowed for clarification and discussions.

The Facilitator and rapporteur have to summarise the group presentations and prepare a synthesis report for presentation the next day. This synthesis report should cover the following:

1. Issues surrounding disaster management in the country – gaps and challenges
2. Nature of disaster response and roles and responsibilities of agencies in that response – gaps and challenges to the response
3. Reasons for a CDM Policy
4. Vision for the policy – options provided by each group
5. Policy goals – consolidate and summarise goals provided by groups

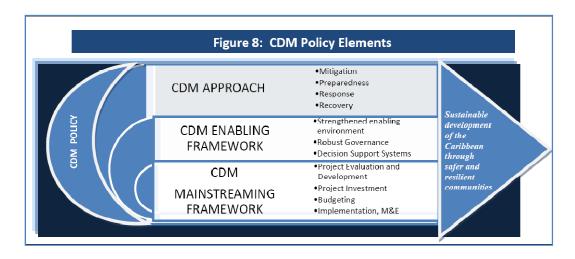6. Policy objectives – consolidate and summarise objectives provided by groups.
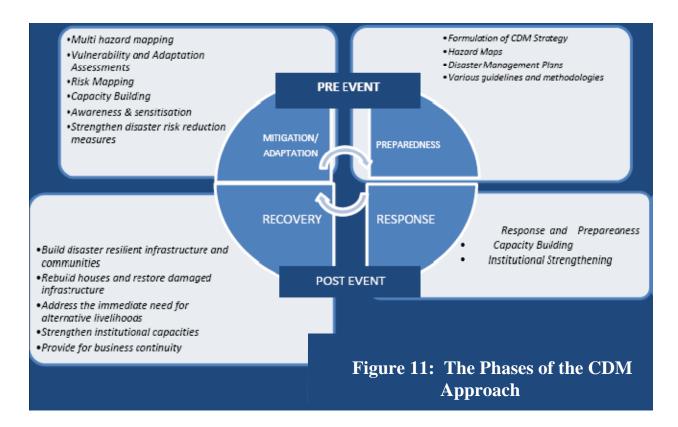
Day 2
Plenary discussion
The facilitator presents the synthesis report from the day before and the group finalises:

1. Rationale and Purpose for a CDM Policy
2. Policy statement – vision, goals(s), objective(s)

Group discussion
The groups identify the elements through which the policy will be delivered. The Model CDM Policy comprises 3 elements: CDM approach; CDM Enabling Framework and the CDM Mainstreaming Framework (refer to Chapter 2 of the Model CDM Policy). Each group should be encouraged to identify not more than 8 of these elements.

Figure 8: CDM Policy Elements

- Multi hazard mapping
- Vulnerability and Adaptation Assessments
- Risk Mapping
- Capacity Building
- Awareness & sensitisation
- Strengthen disaster risk reduction measures

- Formulation of CDM Strategy
- Hazard Maps
- Disaster Management Plans
- Various guidelines and methodologies

PRE EVENT

MITIGATION/ ADAPTATION

PREPAREDNESS

RECOVERY

RESPONSE

POST EVENT

- Build disaster resilient infrastructure and communities
- Rebuild houses and restore damaged infrastructure
- Address the immediate need for alternative livelihoods
- Strengthen institutional capacities
- Provide for business continuity

- Response and Preparedness Capacity Building
- Institutional Strengthening

Figure 11: The Phases of the CDM Approach

Plenary Discussion

The group reconvenes for the group discussions. Each of the group presentations is discussed. The facilitator then summarises and groups the policy elements. The group prioritises the policy elements.

The rest of the day is taken up with discussions on:
1. Identification of a writing committee to finish the policy document;
2. Time line for the policy
3. Agencies responsible for implementing elements of the policy;
4. Financing options for the policy
5. Sensitisation of the CDM policy
6. Next steps

ANNEX 6

The POLICY should contain the following sections:
i. A list of acronyms and abbreviations
ii. A glossary
iii. An introduction
iv. A background
v. The principles that inform the policy
vi. A policy statement that **must** include the following:
    a) The Vision
    b) The Goals
    c) The Objectives
vii. The policy Strategy
viii. Selected priority areas for action
ix. Strategic interventions

The Glossary

A glossary will provide explanations of technical terms used in the document. It will ensure that there is a common understanding of the terms used in the document.

Introduction

This section provides the reader with a clear and concise overview of the purpose of the policy and what it is meant to achieve.

The Background

This section provides**:**
1. Background information on the status of disaster management and existing efforts in managing all phases of the disaster cycle in the country.
2. Some indication of the context within which the policy is being developed.

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[4] Adapted from CDEMA CU (2003) *Preparation of a National Hazard Mitigation Policy: Guidance Document*

3. The challenges that are to be addressed by the policy.

The Principles that Inform the Policy

Having made an assessment of existing hazards and vulnerabilities and methods for responding to these hazards, it will be possible to identify the crucial issues that need to be considered in developing the policy. These can in turn be expressed as guiding principles that might be used to underpin a broad strategy to deal with these national concerns.

Policy Statement

The policy statement is the heart of the policy and will inform most of the policy document. It consists of three major parts:
· A Vision
· Goals
· Objectives

Developing the Vision

A Vision statement for the policy should provide a comprehensive yet succinct overview of where the country wishes to see itself with respect to comprehensive disaster management.

The Vision statement should be developed as part of a consultative effort and must involve a broad cross section of participants as the vision expresses in an encapsulated form what the CDM policy is trying to achieve.

All the stakeholders must agree on this vision as it informs the entire policy. The process for the development of the vision may be time consuming as it should be discussed and agreed by as wide a cross

section of stakeholders as possible. Once the vision is agreed the goals and objectives can be determined.

Developing Goals

Goals are general statements and should be stated in a positive manner. Goals may be derived from a number of sources. Some examples of sources, which should inform the development of goals, are:

    a. Regional Policies and Statements
    b. Policies and plans at national and sectoral levels
    c. Community needs
    d. Country and sectoral developmental needs
    e. Legislative guidelines and authority

Developing Objectives

Objectives flow from the goals, and several objectives can be derived from each goal. Objectives provide steps towards achieving goals and are usually stated as verbs. They are more specific and tangible than goals and should be capable of being operationalised.

Policy Strategy

The policy strategy briefly indicates basic actions, which will be taken to achieve the policy and is informed by the issues, gaps and challenges which have been identified as a result of the assessment of the country needs.

Selecting Priority Areas for Action

Priorities for action based on country needs will have to be identified in order to determine where emphasis should be placed. These priorities can only be determined after extensive discussion of the needs and wants of the country against the backdrop of its current disaster management challenges and gaps. Identification of the priorities will

determine the development of the strategic interventions.

Strategic Interventions

Strategic interventions are the specific actions that are identified to implement the policy. The interventions have to relate to the goals, objectives and the priority action areas identified for the country. Several interventions can be identified for the priority areas; however care must be taken that the number of interventions proposed can be implemented.

Annexes

Listing of members of the PDC
Listing of Stakeholders at consultations
Listing of enabling policy and legislative instruments
Listing of sectoral strategies, plans and programmes

Other Considerations

While not included in the policy document itself, the opportunities and constraints for implementation of the policy should be examined in order to inform the strategic interventions as well as to ensure that these Interventions are realistic.