



SIAM-2, C-4 Component
Environmental, Risk and
Resource Management

Disaster Management

Discussion Document

4

Key Elements of Agency Response Plans

Prepared for
**Ministry of Natural Resources, Environment and
Meteorology**

by
BECA International Consultants Ltd.

▪ report

Discussion Document 4 - Key Elements of Agency Response Plans

Prepared for

Ministry of Natural Resources, Environment
and Meteorology

By

Beca International Consultants Ltd

June 2005

Ministry of Natural Resources, Environment and Meteorology
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13 June 2005
Our Ref: 6060030
L2:54836-Discussion
Document 4 - Agency
Response Plans BECA
20050613.DOC

Attention: Vitaua Peleiupu Fuatai

Dear Sir

Discussion Document 4 - Key Elements of Agency Response Plans

Please find enclosed Discussion Document 4 - Key Elements of Agency Response Plans. This is the fourth in a series of four discussion documents prepared as part of the review phase of the disaster management component of the SIAM2 project.

It provides an overview of the key elements of agency response plans and outlines the process over the next 12 months for engaging with key agencies to review and update their response plans.

This document is intended to be the basis of discussion with key response agencies at a workshop on 21st June 2005.

It will also be tabled and discussed at the government representatives workshop on 20th June 2005.

Yours faithfully
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on behalf of

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Revision History

Revision N°	Prepared By	Description	Date
A	Karen Stephens and Debbie Cunningham, Kestrel Group Ltd	Draft circulated in advance of Emergency Management Review Workshops to be held on 20 and 21 June 2005	13 June 2005

Document Acceptance

Action	Name	Signed	Date
Prepared by	Karen Stephens and Debbie Cunningham, Kestrel Group Ltd		12 June 2005
Reviewed by	Michele Daly, Kestrel Group Ltd		12 June 2005
Approved by	Graeme Roberts, Beca International		13 June 2005
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1 Introduction

1.1 Background

This discussion document is the last in a series of four discussion documents which are intended to inform discussion at the Disaster Management Review Workshops on 20 and 21 June 2005. The discussion documents are:

1. Proposed improvements to national disaster management structures (key committees and working groups, their membership and terms of reference etc),
2. Key features and best practice principles of generic disaster/emergency management legislation,
3. Options regarding organisational and physical location of the NDMO,
4. Key elements of agency response plans (*this discussion document*)

The Disaster Management Review Workshops are being held as part of the Disaster Management component of the SIAM-2 project, which is a Government of Samoa project supported by the World Bank.

This discussion document relates to the component of the SIAM-2 project that aims to ensure that agencies with a response role in a disaster have Service Continuity and Response Plans that include linkages with the national disaster management arrangements.

1.2 Purpose of this Discussion Document

This discussion paper outlines the guiding principles and desirable contents of Agency Service Continuity and Response Plans.

The process that will be undertaken to support the development of these plans is outlined, as well as the specific tasks required following the agency workshop to be held on June 21 2005.

An appendix to this paper is a questionnaire for agencies to work through as a starting point for the development or enhancement of Service Continuity and Response Plans. Plans will be developed over the duration of the SIAM-2 project with support from the consultant team and the NDMO.

1.3 Definitions

The following definitions and abbreviations are used in this report:

Agency	An organisation with a role during disaster response, in particular those listed in Appendix B
NDMO	National Disaster Management Office (part of MNREM)
NGO	Non-governmental organisation (e.g. Red Cross)
Lifeline	In this context, short for "Lifeline Utility," which is an entity that provides an essential service such as water supply, gas, power, road etc.
SIAM-2	Second Infrastructure Asset Management Project

2 Service Continuity and Response Planning

Effective disaster management in Samoa depends on each agency being able to perform its emergency role.

The key agencies with a response role during a disaster are listed in Appendix B. These agencies have been invited to participate in this project due to the importance of the services they provide during a disaster.

2.1 Principles of Service Continuity and Response Planning

Each organisation needs to plan to be able to continue to deliver their services during a disaster as well as responding to the specific problems that the disaster causes. Large scale disasters such as cyclones, earthquakes, volcanic eruptions, tsunami or flooding require a different kind of planning than smaller scale emergencies which disrupt services for only a short time.

The term used in this document for a plan of this type is an agency "Service Continuity and Response Plan".

Effective service continuity and response planning aims to ensure that:

- Agencies with a response role are connected with the national disaster management arrangements
- Essential community services continue to be delivered, albeit to a reduced level in the short term
- Personnel are trained and available to respond
- Facilities, response infrastructure and resources are in place and available during an emergency
- There is a process for development and maintenance of documented plans, linked with the national disaster management arrangements

2.2 Content of Agency Service Continuity and Response Plans

Service continuity and response plans must focus on both internal organisational issues, and external linkages and expectations. Plans must address issues relating to:

- People
- Facilities and Infrastructure
- Resources
- Information Technology
- Records and Critical documentation
- Communications
- Interdependencies
- National linkages

An agency Service Continuity and Response Plan is therefore likely to include sections describing:

- Linkages with the National Disaster Management structures including reporting requirements, physical requirements (e.g. representation, communications links)
- Major hazards and risks facing the agency and the key steps taken to mitigate against them
- Internal agency management structure, roles and responsibilities of key staff and identification of alternates
- Infrastructure, facilities and resources available to the organisation and identification of alternates
- Key internal and external contacts, including the possible methods of communication
- Activation process including who warnings are received from, what actions are taken during a warning period, and what internal or external communications are initiated based on the information
- Specific emergency response roles and responsibilities beyond striving to continuing to deliver day-to-day services
- Communications systems available and alternates and the process for how these are used
- Process for external and internal communication including reporting, and providing information to clients and/or the public
- Process for monitoring impact of the emergency, gathering and analysing information and intelligence, future planning
- Principles of recovery including desire to restore services to prevent levels and take opportunities to build future resilience

2.3 Process to Develop and Implement Plans

Interviews with agencies during the inception part of this project identified that many agencies who deliver critical community services already have plans in place for a disaster. These plans are called by different names e.g. emergency response plans, contingency plans or business continuity plans. Each of these plans has a different focus.

This project aims to further develop and enhance these existing plans.

A particular area of enhancement will be to make sure that all agency plans show how they link with the national disaster management arrangements.

The planning process will also assist those organisations who do not yet have a formal programme to develop a plan that meets their needs.

At the end of the project it is expected that agencies will have:

- Become more aware of the national disaster management arrangements and their linkages with the national structure
- Enhanced their existing plans prior to the 2005-2006 cyclone season

- Developed full Service Continuity and Response Plans (before the 2006-2007 cyclone season)

The project is to be implemented in six steps as follows:

Step 1: Agency workshop (June 21 2005) and service impact questionnaire

This workshop will introduce the principles of service continuity and response planning, and the recommended process to develop appropriate plans.

A service impact questionnaire (Appendix A) will be given to each agency to take away and complete with key staff. The questionnaire will be useful to identify issues and gather information for following workshops and input for plan documentation.

Step 2: Simulation of National Disaster Management structures (August 2005)

The first of two emergency simulations will be held in August. The focus of this simulation will be the proposed national disaster management structure, specifically the National Disaster Council and government response.

After the exercise, those agencies involved will be asked for feedback on the functionality and effectiveness of the proposed changes to the management structure.

Agencies will then be asked to identify their own internal disaster management structure, roles, responsibilities and how they would link with the proposed national structure.

The consultant team or NDMO staff may meet with individual agencies at this time to discuss questionnaire results, linkages with national structures, or problem areas, as required.

Step 3: Agency Workshops (October 2005)

Workshops will be held in 'sector' groups (e.g. utilities, emergency services, govt departments, NGOs, private sector as required).

The purpose of these workshops will be to discuss in more detail the components of a formal Service Continuity and Response Plan, and introduce a template for agencies to work towards if they do not have an existing plan.

The workshop will also examine how the information gathered in the Service Impact Questionnaire can be translated into useful information to inform their plan.

Interagency linkages and communication will be discussed.

A process for drafting and implementation of the Service Continuity and Response Plans will be developed.

Step 4: Simulation of Agency linkages with national disaster management structures (November 2005)

A second emergency simulation is to be held in November. The focus of this exercise is on linkages of agencies into the national disaster management structure and co-ordination of agency responses.

Agencies will be able to use this exercise to identify additional linkages and expectations for incorporation into draft plans.

Step 5: Service Continuity and Response plans drafted (by May 2006)

Agencies will be responsible for drafting a Service Continuity and Response Plan (or reviewing and updating an existing plan) using the template provided and implementation process agreed.

If the national disaster management structures are activated during the cyclone season, lessons learned can also be incorporated into the plans.

Draft plans are to be completed by May 2006 for review.

The consultant team will be visiting during this period and available to provide feedback or answer questions during the drafting period.

Step 6: Service Continuity and Response Plans workshop (September 2006)

By September 2006 agencies are expected to have completed their plans. A workshop will be held with all agencies to allow an opportunity for each agency to present and describe their plan.

The workshop will also be an opportunity to identify benefits and limitations of the plan development process, and to celebrate successful development of plans.

2.4 Actions Required after June Workshop (Step 1 above)

Following the June workshop each agency is asked to work through the Service Impact Questionnaire (Appendix A). The questionnaire will be useful to identify issues and gather information for following workshops and input for plan documentation.

Each agency is asked to:

- Hold a workshop (or workshops) with key staff
- Work through the questionnaire and complete it in an electronic format (an electronic copy of the questionnaire will be provided)
- Bring the completed questionnaire to the Agency workshops to be held in October 2005.

This process will allow each agency to identify agency vulnerabilities and potential mitigation opportunities, as well as the strengths and inbuilt resilience of the agency.

- Appendix A

Agency Service Impact Questionnaire

Agency Service Impact Questionnaire

Complete this questionnaire with the key staff of your organisation that will have a role to play during a disaster.

These questions will help you gather information and identify issues that will help you when you develop a Service Continuity and Response Plan.

General Questions

1. What is the full range of services that your agency delivers?
2. Which of these services are critical to continue during an emergency? (e.g. are any of them life supporting?)
3. How quickly do your critical services need to be restored, even at a reduced level? (e.g. life supporting services, community expectations of your services continuing to be provided)

Service provided	Critical Y/N	Maximum acceptable duration of disruption

Considering the critical functions that have been identified, answer following questions:

People

1. Which people in your organisation are essential for delivering your critical services?
2. Do they have alternate(s) who are able to do the job?

Critical Person	Role	Alternate (Y/N, name)

3. Do you have enough people to deliver all of your critical services during an emergency?
4. Are the key people likely to be available during an emergency (where do they live, do they travel a lot)?
5. Do you run disaster exercises, or participate in exercises of other organisations? If yes, how often?
6. Do you have a training programme in place for your staff to train for disasters?

Facilities and Infrastructure

1. Do you have designated facilities that your key people work from in an emergency (e.g. a control room)?
2. Do you have specific facilities that are essential for you to be able to deliver your services? (e.g. offices, depots)
3. Which facilities are critical? (e.g. repeater station, transformer)
4. In what ways is each facility vulnerable? (e.g. storm surge, soft soils during an earthquake, strong winds)
5. Is there an alternate way of delivering service?

Facility	Critical? (Y/N)	Vulnerabilities	Alternate (Y/N, name)

Resources

1. What resources and equipment does your organisation rely on to deliver services? e.g. vehicles, equipment etc)
2. Which ones are critical? (e.g. vehicles, pumps)
3. In what ways is each resource vulnerable (e.g. stored a long distance away, natural hazards etc)
4. Is there an alternate resource/equipment that can be used to ensure service is still delivered?

Resources/equipment	Critical? (Y/N)	Vulnerabilities	Alternate (Y/N, name)

Information Technology

1. What IT systems and infrastructure do you use?
2. Which are critical? (e.g. computer hardware, applications, databases etc)
3. In what ways is each IT system vulnerable? (e.g. physical damage, cyber-terrorism, overloading)
4. Is there an alternate that can be used to ensure service is still delivered?

Information Technology system	Critical? (Y/N)	Vulnerabilities	Alternate (Y/N, name)

Records & critical documentation

1. What records are essential to your organisation providing its services?
2. Which are critical?
3. In what ways is each record or document vulnerable? (e.g. not stored in fire proof cabinet, not backed-up on computer)
4. Is there an alternative to using those records if they were lost or destroyed?

Records & documents	Critical? (Y/N)	Vulnerabilities	Alternate (Y/N, name)

5. Are backups made of critical electronic records? Where are they stored?

Communications

1. What communications systems do you use? (e.g. phone, fax, email, radio, satellite phone)
2. Which are critical? (e.g. radio as backup during an emergency etc)
3. In what ways is each communications system vulnerable? (e.g. storm surge, reclaimed land, strong winds, overloading)
4. Is there an alternate communications system that can be used?

Communications systems	Critical? (Y/N)	Vulnerabilities	Alternate (Y/N, name)

Interdependencies

1. What organisations do you depend upon to deliver your own services? (e.g. suppliers, international organisations etc)
2. Do you run a 'just in time' process for key supplies/components etc? (e.g. would you be able to deliver if your supplies were delayed?)

National Linkages & Planning

1. What linkages do you have with the National Disaster Management structure (e.g. National Disaster Council, National Co-ordination Centre etc)?
2. Do you have an existing documented plan (or plans) for during a disaster?
3. Does your existing plan state how you are linked to the national structures?

- Appendix B

Key Disaster Response Agencies for this project

Key Disaster Response Agencies for this project

MNREM – National Disaster Management Office
MNREM - Met Division
Emergency Services
Police
Fire
Hospital
Lifelines
Samoa Tel
Telecom Samoa Cellular
Electric Power Corporation – Generation and Distribution
MWTI - Infrastructure Asset: Roads and Bridges
MWTI - Infrastructure Asset: Buildings
Samoa Water
Samoa Ports Authority
Samoa Airport Authority
Samoa Shipping
Origin Energy Samoa
Samoa Broadcasting Corporation
NGOs
Red Cross
Caritas
Disaster Support Organisation
O le Siosiomaga Society
Other critical services
Samoa Hotel Association
Samoa Polytechnic
National University of Samoa