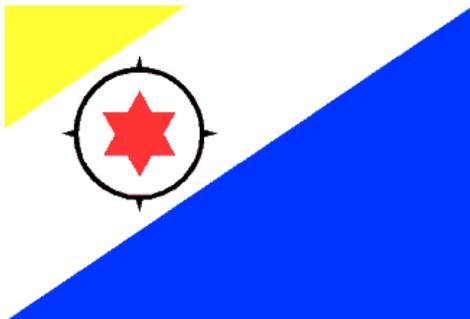


# Maritime Emergency Response Plan for the Dutch Caribbean



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## **1. Introduction**

The political structure of the Netherlands Antilles changed on 10 October 2010. The maritime administration of the Territorial Sea (TZ) and the Exclusive Economic Zone (EEZ) of the islands of Bonaire, St. Eustatius and Saba (the BES islands) has been transferred to the Minister of Infrastructure and the Environment (IenM) in the Netherlands. Rijkswaterstaat (Directorate General of Public Works and Water Management - RWS) is responsible for establishing and managing the organization for responding to maritime incidents including the containment of oil spills and salvage at sea.

Based on the BES Maritime Management Act, the Minister of Infrastructure and the Environment and the lieutenant governors of the islands are obliged to establish an Emergency Response Plan and associated operational sub-plans for the Dutch Caribbean waters. Based on this shared responsibility and to promote optimum cooperation between the various parties involved on land and at sea, the decision has been taken to ensure that these plans, where possible, are comprehensive and uniform.

### **Emergency Response Plan**

The Emergency Response Plan is a generic plan that describes the structure of the Dutch Caribbean maritime emergency response organization, the parties that are involved in maritime emergency response, the role, tasks and responsibilities they have and how they cooperate. The Emergency Response Plan is intended for all parties that are involved in controlling maritime incidents in the Dutch Caribbean. The plan is not intended for the autonomous countries of Curacao, Aruba and Sint Maarten. These countries have their own responsibilities with respect to emergency response in the TZ and the EEZ.

### **Operational sub-plans**

The operational sub-plans are part of the Emergency Response Plan. These plans describe the organization, tasks and activities at the operational level of emergency response at sea. These sub-plans will be drafted in close collaboration with the local authorities.

### **Risk assessment**

A risk inventory is essential to be able to effectively prepare the emergency response. This inventory of the possible (consequences of) disasters in maritime areas is the point of departure for the development of scenarios. The required level of care can be determined based on this risk inventory and a subsequent risk assessment. In this context, for the Dutch Caribbean reference is made to the reports 'Qualitative Nautical Risk Assessment For The Dutch Caribbean' (16 February 2012) and 'Qualitative Maritime Risk Assessment Dutch Caribbean Islands' (23 April 2012). Government operations in the seas of the Dutch Caribbean will be determined based on this risk assessment.

### **Incidents and target groups**

The actions to take that are laid down in the Maritime Emergency Response Plan for the Dutch Caribbean (maritime emergency plan) are mainly based on the BES Maritime Management Act (Article 40, Paragraph 1). The provision of instructions and taking measures as described in the BES Maritime Management Act are worked out in more detail in this plan and the underlying operational sub-plans. The maritime emergency plan is also relevant for government tasks in the context of the Shipping Traffic Act and various regulations concerning the search and rescue of people at sea. The incidents that can lead to action being taken in the context of this Maritime Emergency Response Plan for the Dutch Caribbean can involve the following target groups:

## **Shipping**

Every form of shipping, both commercial and recreational, which occurs within and outside of the TZ and the Exclusive Economic Zone (EEZ), in as far as involved in an incident. Incidentally, it also concerns other floating or sunken objects, such as aircraft in the water.

## **Aviation**

The regular flights that occur within the boundaries of the Curacao Flight Information Region (FIR) and the Saint Martin FIR, in as far as involved in an incident that requires the search and rescue of people.

## **Transshipment at sea (offshore)**

Incidents on board ships and on and around transshipment installations that are located in the territorial sea. This mainly concerns:

- Spills of oil and other products when being transferred from and to a ship;
- Mechanical problems related to transshipment installations; incidents resulting from external causes, such as colliding with an off course or drifting vessel that carries a transshipment installation.

## **Exclusions**

Incidents, whereby in the first instance the maritime emergency plan does not call for action to be taken because the incident is covered by other legislation and there is therefore another competent authority, are:

- The control of hostage taking, a terrorist act, or the damaging results thereof. The procedure is described in the Handboek Nationale Crisisorganisatie (National Crisis Organization Handbook) and the Staalkaart (list of) possible government measures in the event of a (threatening) terrorist attack of the Ministry of Security and Justice;
- Nuclear energy incidents. Where required, the Human Environment and Transport Inspectorate (ILT) of the Ministry of Infrastructure and the Environment will respond to these incidents by applying Art. 47 paragraph 1 of the Nuclear Energy Act. Nuclear policy-related aspects are the responsibility of the Ministry of Economic Affairs;
- Incidents involving military craft. Different rules can apply here related to military interests; the responsibility lies with the Ministry of Defense;
- Search and Rescue (SAR); this is a task of the Caribbean Coastguard (KWCG).

For all these incidents, the BES Maritime Management Act and the maritime emergency plan can apply to combatting the effects on water quality and nautical security.

## **Specification and management of the Maritime Emergency Response Plan and operational sub-plans for the Dutch Caribbean**

The Minister of IenM will specify the maritime emergency plan for the EEZ. For the TZ, belonging to an island territory, the lieutenant governor will specify the maritime emergency plan, after discussing the situation with the Minister of IenM.

A single Maritime Emergency Response Plan for the Dutch Caribbean has been drawn up to guarantee the integrity and uniformity of the organization of the emergency response in both the TZ and the EEZ.

Managing the maritime emergency plan and keeping it up to date is the joint responsibility of RWS and the islands. Within Dienst Zee en Delta (the Sea and Delta Department of RWS) the crisis manager is responsible for this. On the islands, the island secretary is responsible as emergency coordinator of each island. Changes and revisions to the maritime emergency plan are made in agreement with the lieutenant governors. The maritime emergency plan will be kept up to date, together with all of the data it contains, and periodically checked (at the minimum once a year). Where necessary, changes will then be prepared. Changes of a technical nature, if there is agreement with

the parties involved, can be specified by the Chief Engineer Director (HID) of the Sea and Delta Department on behalf of the Minister of IenM.

By evaluating the operation of the incident response during significant incidents, any points that can be learned from can lead to improving the plan. The lieutenant governor, the Government Representative and the HID of the Sea and Delta Department, on behalf of the Minister of IenM, can initiate an evaluation. The maritime emergency plan will be updated at least once every four years or earlier if there is reason to do so.

### **Operational sub-plans**

Specifying the emergency response operational sub-plans for the EEZ is done on behalf of the minister by the HID of the Sea and Delta Department. The lieutenant governor, in agreement with the HID of the Sea and Delta Department, specifies the operational sub-plans for emergency response for the TZ. These plans will be included in the emergency response plans for the islands.

Managing the maritime emergency plan and keeping it up to date is the joint responsibility of RWS and the islands. Within the Sea and Delta Department of RWS, the crisis manager is responsible. On the islands, the island secretary is responsible as emergency coordinator of each island. Changes and revisions are made in agreement with the lieutenant governors..

### **Educate, Train and Exercise (OTO)**

Aspects of the implementation of this maritime emergency plan are the education, training and exercising of the employees involved and holding audits. In the first place, this concerns the employees of the Sea and Delta Department who (can) play a role in the incident response organization and who should be prepared to play that role. For these employees, the Dutch Caribbean OTO will be included in the OTO Plan of the Sea and Delta Department that describes how all of the employees who are involved in the North Sea incident response organization are prepared dependent on the scenario. A separate OTO plan will be drafted for the employees of the local authorities involved and the other organizations on the islands. The islands are responsible for managing and executing this OTO plan.

The crisis manager of the Sea and Delta Department will draft the Dutch Caribbean OTO plan and agree it with the parties involved. The lieutenant governors of the islands are responsible for executing and guaranteeing the OTO for emergency response in the TZ based on the BES Security Act.

Immediately following an exercise (dependent on the scale) all of the sub-organizations exercised will be assessed. Based on the notes made during the exercise and the logbook, an assessment report will be drafted including, if required, change proposals for this Emergency Response Plan.

## 2. Dutch Caribbean Scope of Operation

The scope of operation of this plan is determined by the various jurisdiction zones arising from the (inter)national regulations (treaties, legislation, agreements). The figures below show the overall scope of operation of this plan.

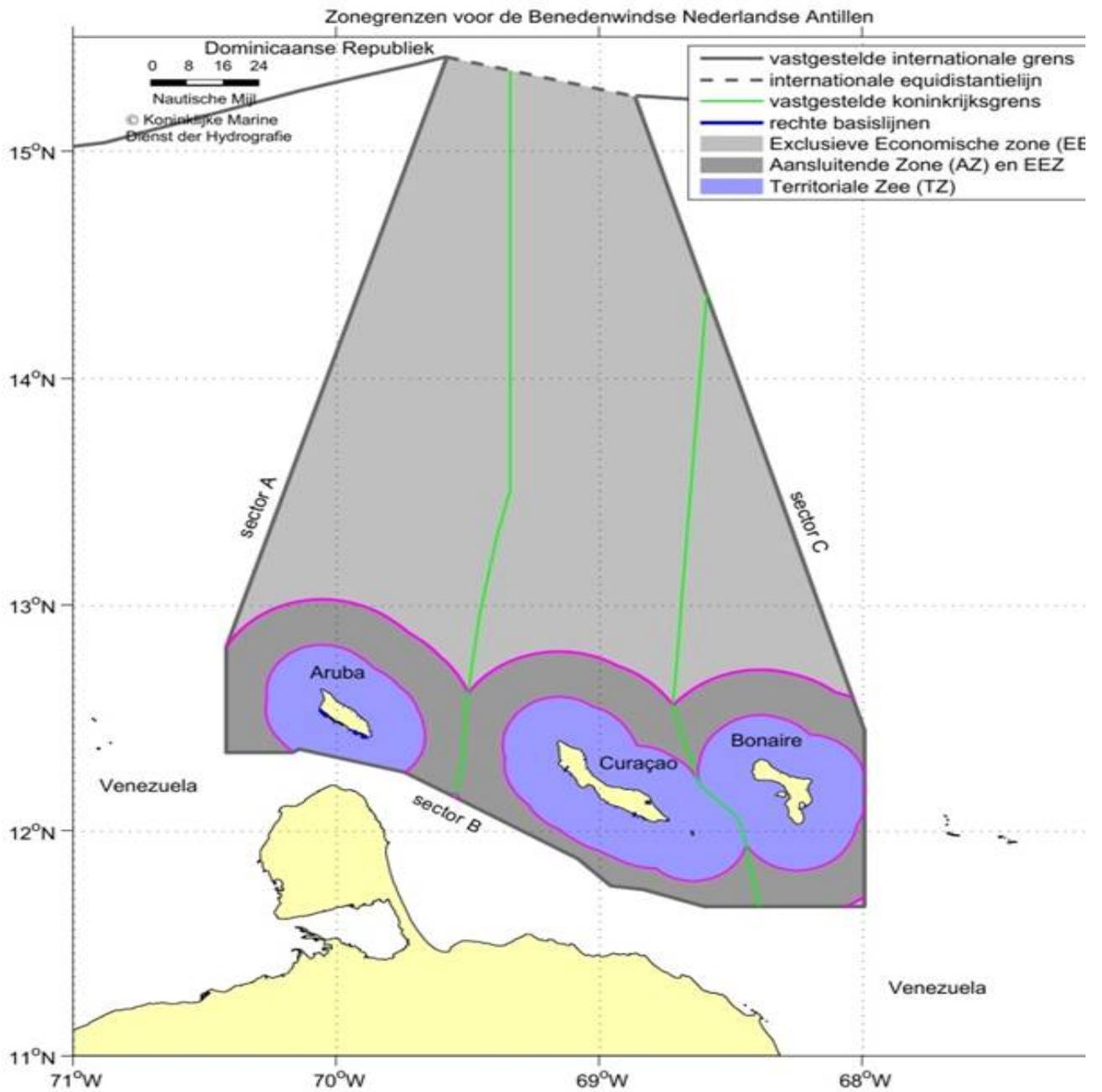
A number of geographical sub-regions can be distinguished in the indicated region. Within these sub-regions, with respect to emergency response, the tasks and/or powers of authority of and between organizations can differ.

The Exclusive Economic Zone (EEZ, 200 nautical miles) forms the external maritime boundary of the scope of operation. Within this, there is the Contiguous Zone (AZ, 24 nautical miles) and the Territorial Sea (TZ, 12 nautical miles).

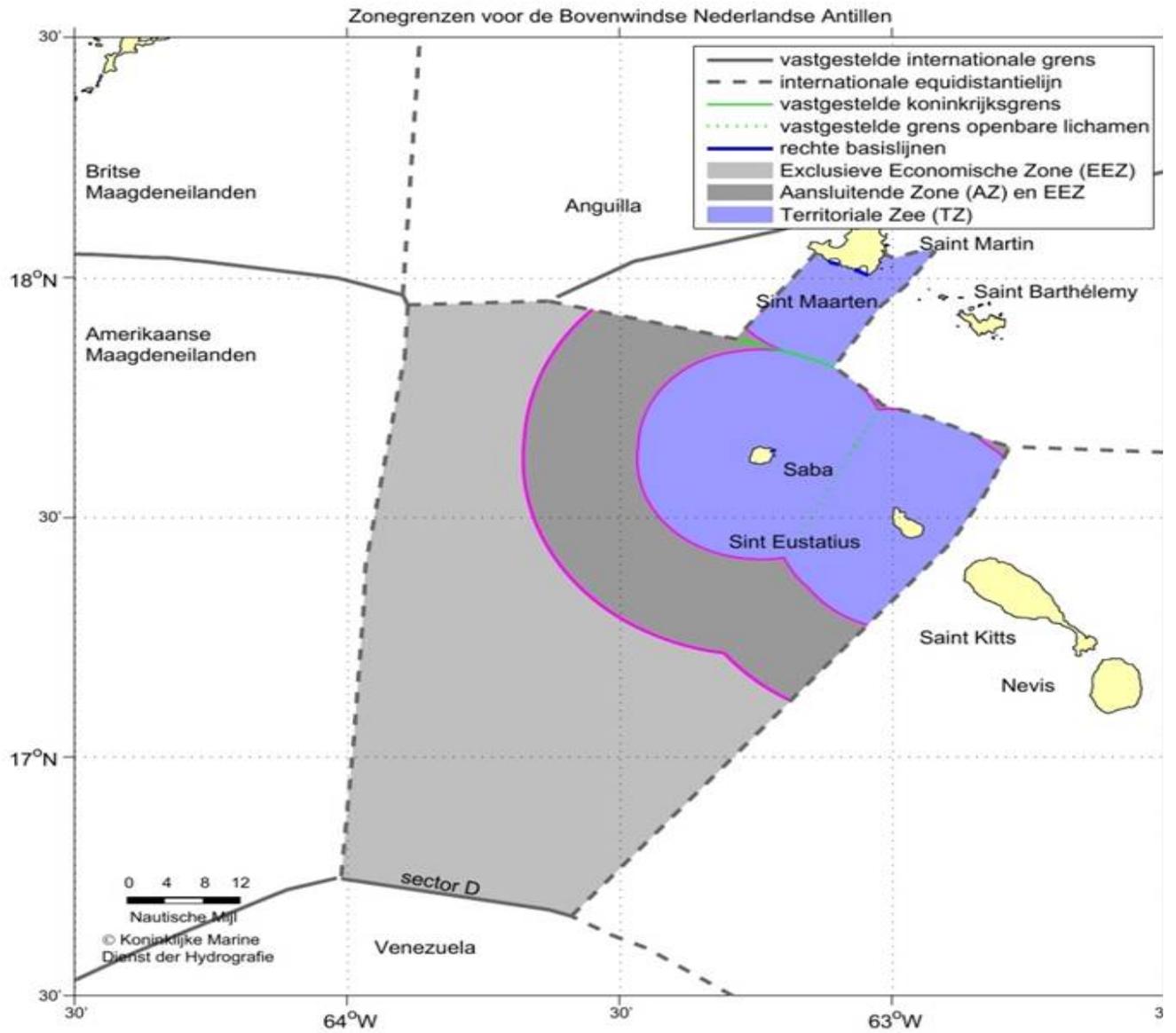
### BES islands in the Caribbean region



## Exclusive Economic Zone Leeward Islands (Bonaire)



## Exclusive Economic Zone Windward Islands (Saba and St. Eustatius)



A number of geographical sub-regions can be distinguished in the indicated region. Within these sub-regions, with respect to emergency response, the tasks and/or powers of authority of and between organizations can differ.

Due to the various approaches used to define the legal sub-regions, with respect to emergency response a 'legally sound' system has been chosen that does not lead to a lack of clarity with respect to powers of authority.

The boundary of the Netherlands Exclusive Economic Zone (EEZ) is the external maritime boundary of the scope of operation. Formally, this region is the responsibility of the Minister of IenM. The Territorial Sea (TZ) is the responsibility of the lieutenant governor of the island.

In summary, the scope of operation encompasses the following regions:

- Territorial Sea (TZ);
- Contiguous Zone (AZ);
- Exclusive Economic Zone (EEZ);
- Curacao Flight Information Region (FIR);
- Saint Martin Flight Information Region (FIR).

#### **Powers of authority in relation to the TZ and EEZ zones**

The distribution of powers of authority within the context of emergency response is related to the BES Maritime Management Act and the BES Security Act.

The BES Islands Implementation Act on 10-10-2010 raised the status of a number of Antillean national ordinances to Acts. The acts that fall under the responsibility of the Minister of IenM (at the time VenW) are the BES Maritime Management Act, the BES Pollution by Ships (Prevention) Decree, the BES Vessel Decree 1930, the BES Pilotage Act, the BES Port Security Act and the BES Removal of Ships and Wrecks Act.

The observation is that there are powers of authority that overlap. In addition, incidents can occur where the (consequences of the) incidents can move from sea to land and vice versa. As a result, the decision has been made to integrate the Emergency Response Plan CN and the Disaster and Crisis Plan, in particular the operational sub-plans, into a single local Emergency Response Plan for the islands (land and sea).

**Key to the table.**

The first column of the table shows the scenarios and tasks. Column 2 and 3 indicate per region who is responsible for the operational execution of the primary process. Column 4 shows the party that bears ultimate administrative responsibility. The last column shows the legal basis.

**Windward Islands**

<b>Scenario</b>	<b>EEZ</b>	<b>TZ</b>	<b>Ultimate responsibility</b>	<b>Underlying regulation</b>
Coordination and alarm center for SAR (Search and Rescue) is the responsibility of the Rescue and Coordination Center (RCC)	RCC Fort de France (Martinique)	RCC Fort de France (Martinique)	RCC Fort de France (Martinique)	Int. treaties ICAO 1944, SAR convention 1979 and SOLAS
Actual execution SAR	KWCG and other partners	KWCG and other partners	Ministry of Defense	Coast Guard for Aruba, Curacao and Sint Maarten Kingdom Act for the public bodies of Bonaire, Sint Eustatius and Saba
Pollution of sea and coast; preventing, reducing and remedying the consequences	Lieutenant governors St. Eustatius and Saba	Lieutenant governors St. Eustatius and Saba	Minister of IenM	BES Maritime Management Act
Collision and/or adrift ship; salvaging a wreck and preventing, reducing and/or remedying the consequences	Lieutenant governors Saba and St. Eustatius	Lieutenant governors Saba and St. Eustatius	Minister of IenM	BES Maritime Management Act

**Leeward Islands**

<b>Scenario</b>	<b>EEZ</b>	<b>TZ</b>	<b>Ultimate responsibility</b>	<b>Underlying regulation</b>
Coordination and alarm center for SAR (Search and Rescue) is the responsibility of the Rescue and Coordination Center (RCC)	Joint Rescue Coordination Center (JRCC) KWCG	Joint Rescue Coordination Center (JRCC) KWCG	Ministry of Defense	Int. treaties ICAO 1944, SAR Convention 1979 and SOLAS
Actual execution SAR	KWCG and partners	KWCG and partners	Ministry of Defense	Coast Guard for Aruba, Curacao and Sint Maarten Kingdom Act for the public bodies of Bonaire, Sint Eustatius and Saba
Pollution of sea and coast; preventing, reducing and remedying the consequences	Lieutenant governor Bonaire	Lieutenant governor Bonaire	Minister of IenM	BES Maritime Management Act
Collision and/or adrift ship; salvaging a wreck and preventing, reducing and/or remedying the consequences	Lieutenant governor Bonaire	Lieutenant governor Bonaire	Minister of IenM	BES Maritime Management Act

### **3. Organization, responsibility and tasks of emergency response in the Dutch Caribbean TZ and EEZ**

The Minister of IenM is the administrator of the Territorial Sea (TZ) and the Exclusive Economic Zone (EEZ) around the BES. This means that the powers of authority assigned to 'the administrator' in the BES Maritime Management Act (Wmb BES) must be exercised by or on behalf of the Minister of IenM. Within IenM, the Sea and Delta Department (formerly Rijkswaterstaat Noordzee) is the body designated to do this (according to the Decision establishing DG/RWS and the Organization and Decision mandating decision IenM 2012 and the Decision Mandate, Power of Attorney and Authorization RWS 2011). This administration also concerns the emergency response organization.

Due to the physical distance and the importance of acting swiftly and appropriately in the event of a maritime incident with possible severe consequences for the islands and the vulnerable nature reserves, IenM/ RWS wishes to effectively organize the responsibility for emergency response in the TZ and the EEZ locally and regionally.

#### **Assignment of the execution of emergency response in the TZ and EEZ**

##### **Emergency response - TZ**

The BES Security Act (public order, security and emergency response) assigns the coordinating authority for the island region and for the TZ to the lieutenant governor. This means that the lieutenant governor is also responsible for the emergency response to a maritime incident in the TZ.

##### **Emergency response - EEZ**

The maritime emergency response in the EEZ shall be executed by the lieutenant governor on behalf of the Minister of IenM. By assigning the execution of the maritime emergency response to the lieutenant governor, the execution of emergency response on land, in the TZ and in the EEZ, is the responsibility of a single administrative body. This decision ensures the direct involvement of the island authority with respect to emergency response in the EEZ and so increases the possibilities to take preventive and preparatory measures. It also prevents interim layers that can delay the decision making. The lieutenant governor is mandated by the Minister of IenM pursuant to the decision of 11 June 2013, with reference number IENM/BSK-2013/98205. However, the Minister retains ultimate responsibility.

#### **Involved teams and parties**

In the event of disasters at sea in the Dutch Caribbean, a number of teams are active in the leadership and coordination structure of combatting the pollution at source. In the order of escalation, the following teams are involved:

- Insular Policy Team<sup>1</sup>;
- Calamity Team of the Sea and Delta Department;
- Policy Team of the Sea and Delta Department;
- Government Representative;
- Interdepartmental Commission Crisis Management (ICCb);
- Ministerial Commission Crisis Management (MCCb).

Other teams and parties involved (not exhaustive) in emergency response in the Dutch Caribbean:

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<sup>1</sup> Bonaire employs the term Insular Policy Team. On St. Eustatius, this is the Insular Disaster Staff and on Saba the Emergency Operation Center (EOC).

- Caribbean Coastguard;
- Departmental Coordination Center for Crisis Management of the IenM (DCC-IenM);
- Policy-Support Team Environmental Incidents (BOT-mi);
- National Crisis Center (NCC);
- Departmental Crisis Centers of the other ministries;
- National Office for the Dutch Caribbean;
- Port Wardens of Saba, St. Eustatius and Bonaire;
- Marine Parks Saba, St. Eustatius and Bonaire;
- Divers' Clubs Saba, St. Eustatius and Bonaire;
- Emergency Services Saba, St. Eustatius and Bonaire;
- Market Players (salvers);
- Shipping Inspectorate Infrastructure and the Environment (ILT).

## Local

### Lieutenant governor

The lieutenant governor of the island (including the 12 nautical mile zone) is the **supreme commander** in the event of a (threatening) disaster and as the chair of the Insular Policy Team (EBT) directs the participating emergency services. This is also the case for disasters concerning the environment and shipping. The lieutenant governor coordinates the provision of information with the line ministers involved. He is also the spokesman and is responsible for communications. In principle, he has the same tasks and powers of authority as a mayor in the Netherlands.

### Island secretary

The island secretary bears responsibility for preparing the emergency response organization on and around the island. During an incident, he advises the lieutenant governor and is the first point of contact for the spokesperson activities.

### Port warden

The port warden is the first point of contact in the event of a disaster at sea. To do this, he maintains contact with the lieutenant governor, the KWCG, the emergency services concerned, the nature reserve and the Sea and Delta Department in the Netherlands. He is responsible for the execution of local emergency response.

### Insular Policy Team (EBT)

The Insular Policy Team takes strategic decisions and decisions concerning facilitating the emergency response. The EBT agrees the decision-making with the Government Representative and the Sea and Delta Department in the Netherlands. At the minimum, the EBT comprises the lieutenant governor, the island secretary, and the heads of the fire department, police and GHOR.<sup>2</sup>

The tasks of the EBT are:

- Establishing the level to which response to the incident must be escalated
- Determining the communication strategy and the spokesperson activities
- Determining and agreeing on support requests via the Government Representative
- Informing the Government Representative and the Sea and Delta Department
- Strategic choices

Dependent on the scope of the disaster, the Liaison Officer IenM holds a seat in the EBT.

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<sup>2</sup> The structure of the emergency response organization on the islands is based on small, specialized teams, ESF (Emergency Support Functions) groups that resort under the EBT. This structure originates from the US and is adopted in many countries in the Caribbean region.

### **Liaison Officer of the Ministry of Infrastructure and the Environment**

In the event of a maritime incident in both the TZ and the EEZ, the Liaison Officer IenM for the Dutch Caribbean holds a seat in the Insular Policy Team, as an adviser to the lieutenant governor and as a representative of IenM.

The Liaison Officer advises the lieutenant governor with respect to taking decisions regarding the emergency response to maritime incidents and the escalation to the next level. If the occasion arises, he informs the Government Representative, who can then escalate the incident to the level of the HID Sea and Delta Department. This department can, dependent on the size and scope of the maritime incident, advise the Minister of IenM to act in person. In that case, the HID Sea and Delta Department, on behalf of the Minister of IenM, will take the required measures to tackle the emergency in accordance with the already referred to Organization and Mandate Decision IenM 2012 and Decision Mandate, Power of Attorney and Authorization of RWS 2011. The Liaison Officer IenM then serves as his representative in the affected area and monitors the execution of the necessary measures.

## **Regional**

### **Dutch Caribbean Government Representative**

In the event of a (threatening) disaster or crisis, the lieutenant governor can request assistance from the Government Representative, who will then address the lieutenant governors of the other BES Islands or the Minister of Security and Justice. If assistance is required in the event of a maritime incident, he will request this from the Minister of IenM.

The Government Representative can instruct the lieutenant governor in the event of a (threatening) **cross-island disaster or crisis**, if possible after mutual consultation, regarding the policy to pursue with respect to the emergency response and crisis management.

Other ministers (not those from BZK, Security and Justice or Defense) who are authorized to take measures **in the event of a disaster**, if their assistance is desired, they must consult the minister of Security and Justice in advance, unless the required urgency precludes this. Other ministers (not those from BZK, Security and Justice or Defense) who are authorized to take measures **in the event of a crisis**, if their assistance is desired, must immediately inform the minister of Security and Justice.

### **Caribbean Coast Guard (KWCG)**

The Coast Guard is, among other things, tasked with emergency response by virtue of the Kingdom Act - Coast Guard for Aruba, Curacao and Sint Maarten as well as for the public bodies Bonaire, Sint Eustatius and Saba. The waters and airspace in which the Coast Guard provides its services are:

- the inland waters of the Netherlands Antilles and Aruba;
- the territorial seas (TZ) of the Netherlands Antilles and Aruba;
- the other sea areas of the Caribbean Sea within the area of SAR responsibility.

The airspace above the area of Search and Rescue (SAR) responsibility is the "Curacao Flight Information Region (FIR). The seas of St. Maarten, St. Eustatius and Saba resort under the area of SAR responsibility of the French Antilles. Actions taken during disasters in this region are under the operational command of MRCC Fort de France.

If emergency response at sea is required, the KWCG can play a coordinating and supporting role based on its capacities (vessels, aircraft), knowledge of the maritime area and its network in the region. To this end, the Director of KWCG (DKW) can employ the Coast Guard Center (KWC) on Curacao and the Regional Centers of Aruba, Curacao, Hato and Sint Maarten. As Commander of the Naval Forces for the Caribbean (CZMCARIB), he

has available vessels, personnel and resources. The (operational) resources are those provided by the KWCG, in the form of organic Coast Guard Units and those made available by the Department of Defense. The KWC serves as the nautical operation center, central alarm and information center and maritime and aeronautic rescue coordination center.

When dealing with a disaster, the following order of priority is adhered to:

1. save human life;
2. protect the environment;
3. protect the infrastructure.

### **KWCG Operational Team**

In the event of a more serious disaster, the Operational Team (OT) will support the person staffing the permanently manned Operations Center as soon as possible. The OT has the following make-up:

- Deputy Director of Coast Guard (PDKW)
- Head of Rescue & Coordination (HR&C);
- Head of Maintenance of Law and Order and Liaison (HR&L);
- Head of Rescue and Coordination Center (HRCC)
- Staff officer Shipping Inspectorate (SOSI)
- Staff officer Legal Affairs (SOJU);

Tasks of the OT are:

- To translate policy decisions into coherent tasks to be executed;
- To coordinate the tasks executed by the departments and organizations that participate in emergency response;
- To determine the need and to distribute the available resources and units;
- To determine the need for assistance potential and to request this;
- To gather and provide relevant details concerning the disaster situations and the emergency response for the policy team and the execution coordinators;
- To make proposals to the policy team with respect to warning and alerting the population and the way to do this.

The CZMCARIB can make units of the armed forces available to the KWCG for the execution of the emergency response plans.

### **National Operational Center (NOC) Caribbean Coast Guard**

The NOC facilitates the activities of the officials and organizations involved in emergency response.

## **National**

### **Sea and Delta Department RWS**

On behalf of the minister of Infrastructure and the Environment, RWS is responsible for establishing and managing the incident organization and response in the TZ and the EEZ. Pursuant to the decision of 11 June 2013, with reference number IENM/BSK-2013/98205, the Minister mandated the authority of Article 40 Wmb BES to the lieutenant governors concerned.

The Sea and Delta Department's incident organization supports the local authorities during an incident by providing advice remotely with respect to water quality, control strategy and the use of resources. For large-scale incidents, employees of the Sea and Delta Department can be deployed locally as advisors or emergency response coordinators and the Sea and Delta Department will organize the deployment of additional emergency response equipment.

The Sea and Delta Department's incident organization consists of the Calamity Team (CT) and the Policy Team (BT), supported by the Hydro Meteo Center North Sea (HMCN).

### **Hydro Meteo Center North Sea (HMCN)**

The HMCN is permanently manned and forwards reports of incidents to the Duty Officer. In addition, the HMCN is the information hub of the Sea and Delta Department that communicates with all internal and external parties involved in an incident. To create a picture of the situation and to be able to provide advice, the HMCN, in collaboration with the Water Management Center Netherlands, gathers and maintains topical information regarding the weather and ocean currents and runs forecast models for use when determining the emergency response approach.

### **Duty Officer**

The Duty Officer assesses the report and if required contacts the port warden to get a better picture and assessment of the situation. Dependent on the scope and the impact of the incident, the Duty Officer decides to escalate the incident to the level of the CT. He informs the Departmental Coordination Center for Crisis Management of the Ministry IenM (DCC-IenM) and the acting DT member. The Duty Officer chairs the CT.

### **Picket DT**

The acting DT member informs the Head Engineer Director (HID) of the Sea and Delta Department in part in connection with the possible escalation to the political and administrative level. In consultation with the Duty Officer, the DT member assesses the situation with respect to political and administrative sensitivity (responsibility, image). If the CT is involved, the DT member can join it to gain information about the situation, to use the experts present as sounding boards and to obtain advice about 'worst case' scenarios, network analysis, the determination and deployment of measures for the short and medium term and to determine a strategy regarding communication and coordination at the strategic level. However, it is important that the chair of the CT and the DT member make clear agreements in advance regarding the deployment of the team to prevent operational-tactical and strategic issues becoming confused. The DT member can decide to form a BT.

### **Calamity team (CT)**

In the event of an incident, the Duty Officer (CvdW) can decide to form the CT.

The CT consists of:

- Duty Officer (Chair)
- Press officer
- Legal adviser
- Salvage adviser

Possibly the acting DT member joins in.

### **Tasks of the CT:**

- Analysis of the incident (creating an image, assessing, decision-making);
- Advice with respect to water quality, response strategy and the deployment of resources;
- Organizing the deployment of additional emergency response equipment (national/international). For large-scale incidents, employees of the Sea and Delta Department can be deployed on site as advisors or emergency response coordinators;
- Point of contact within RWS at the tactical level;
- Gathering supplementary information;
- Preparation of decisions at the strategic level for the BT:
  - Deploying own employees;
  - Use of detergents;
- Drawing up and distributing situation reports (Sitrap);
- Recording actions, decisions and documents on the Infracweb;
- Informative and (if necessary) operational escalation to the strategic level (Policy Team (BT));

- Informing DCC-IenM;
- Determining the media strategy of IenM/RWS and agreeing the public relations aspects with the local authorities;
- Guaranteeing the established policy of the Ministry of IenM and RWS when collaborating with external parties;
- Securing legal and business aspects;
- Cost aspects.

### **Policy Team (BT)**

The BT consists of the acting DT member and colleague DT members, possibly supplemented with members of the management or advisors.

Tasks of the BT/acting DT member are:

- Guaranteeing the policy of the Ministry of IenM and RWS when collaborating with other bodies;
- Informing the Director General of RWS and the political top;
- Making agreements with the Liaison Officer of IenM Dutch Caribbean;
- Making agreements with the Dutch Caribbean Government Representative;
- Taking decisions regarding the deployment of employees;
- Taking decisions regarding the use of detergents;
- Taking decisions and agreeing the expenditure of additional financial resources;
- Serving as the point of contact at the strategic level, both internally and externally.

### **Departmental Coordination Center Crisis Management Infrastructure and the Environment (DCC-IenM)**

The DCC-IenM is the information and coordination point of the ministry during disasters and crises and bears responsibility for the coordination of information and the crisis management process. The DCC-IenM is available 24-7. The picket officer of DCC-IenM informs the official and political top, the policy units that are involved, the Human Environment and Transport Inspectorate and the Communication Directorate of the department. In addition, if necessary, DCC-IenM arranges the interdepartmental coordination with the National Crisis Center at the Ministry of Security and Justice or directly with the DCCs of other ministries involved. In the event of a crisis or disaster in which multiple ministries are involved, this can be escalated to the national level. Escalation will run via the Advice Team (AT) to the Interdepartmental Commission Crisis Management (ICCb) and, if there is reason to do so, the Ministerial Commission Crisis Management (MCCb). In addition, DCC-IenM is the portal for the deployment of the IenM advisory networks (including BOT-mi). Within these networks, experts supply advice in the area of drinking water, the environment, soil and food safety.

## **International**

On behalf of the islands (at the time the Netherlands Antilles), The Kingdom of the Netherlands signed the Cartagena Convention (24/3/1983) for the protection of the marine environment. Based on this convention, on 21 February 1995, an agreement was signed between the Kingdom and Venezuela for bilateral collaboration in the event of oil spills to protect the coastal areas of both countries.

The Cartagena Convention obliges the signatories to provide assistance and support in the event of oil spills. In addition, there is also the obligation to immediately report any oil spills to the neighboring countries. Most islands and countries around the islands in the Dutch Caribbean signed and ratified the Cartagena Convention.

The agreement with Venezuela concerns the provision of mutual assistance and help in the event of oil spills between Venezuela and the Leeward Islands. If the occasion arises, assistance can also be provided to the Windward Islands.

## **4. Pre-conditional processes**

To arrange and build up the emergency response organization as effectively as possible, the following pre-conditional processes are of major importance:

1. Reporting and alerting;
2. Leadership and coordination;
3. Escalation and de-escalation;
4. Information management.

This chapter briefly addresses these processes.

### **1. Reporting and alerting**

The first step in starting up an emergency response organization is receiving the report of an incident and alerting the emergency services involved.

Various organizations are involved in these activities in the Caribbean meaning that a report can reach the alarm center by various routes. To be able to provide help quickly, it is important that a report is rapidly converted to an effective alarm. This can be achieved by using a fixed process to handle a report and alert the various units.

The port warden of the island and the Coast Guard (KWCG) are of crucial importance in the Reporting and alerting process. The process should be structured in such a way that incidents reported to the KWCG or the port warden are forwarded as soon as possible to the other involved partners on the island, the surrounding countries and the Netherlands, allowing all the partners and emergency services required to be informed and alerted.

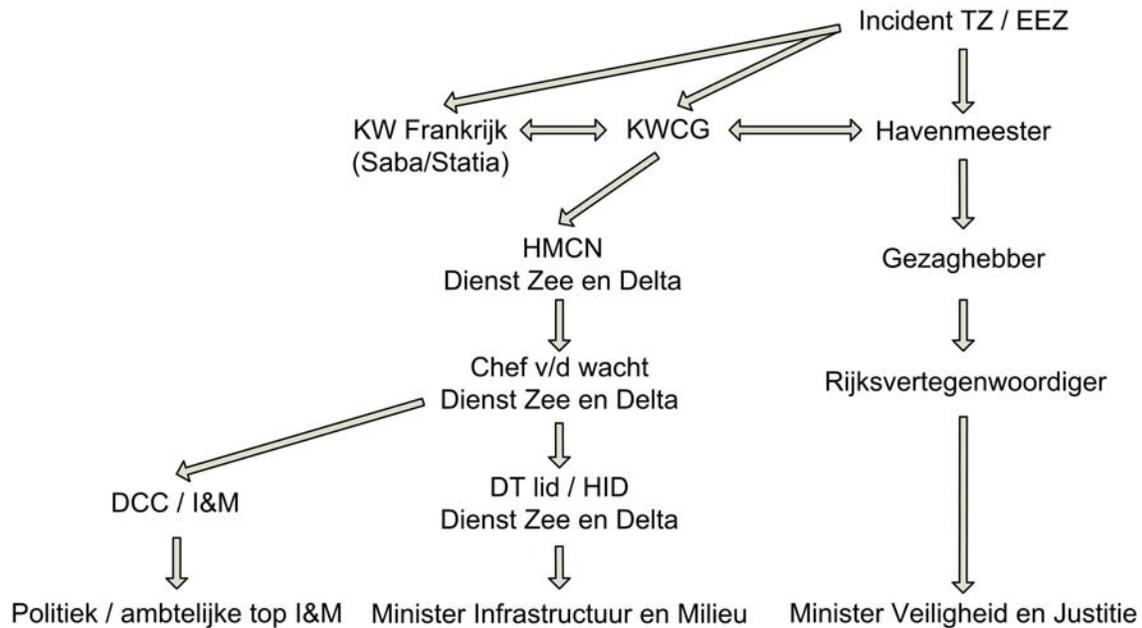
#### **Caribbean Coast Guard (KWCG)**

Normally, the KWCG will receive the first report. The KWCG is the National Contact Point Agency (NCP) for incidents that occur in the Caribbean of the Kingdom (including the autonomous countries). The report is verified and supplementary information obtained. The KWCG then reports the incident to the port warden of the island concerned and to the Hydro Meteo Center North Sea (HMCN) of the Sea and Delta Department in Rijswijk. The KWCG also reports major incidents to the surrounding countries.

#### **Port warden**

Every island has a port warden. The port warden resorts under the island secretary and is the first point of contact for maritime incidents. He serves as Island Contact Point (ICP) and immediately reports an (environmental) incident in his area of management to the Coast Guard (KWCG) and to the lieutenant governor. In the event of an incident, the port wardens of St Eustatius and Saba inform each other and keep each other up to date.

### Melden / alarmeren / informeren



## 2. Leadership and coordination

The 'Leadership and coordination' process entails, for all disciplines (horizontally) and for all levels (vertically):

- Together determine the priorities for the incident response (decision making);
- Coordinating and commanding the actual incident response or the substantive emergency response processes;
- Monitoring the results;
- Based on this, assessing and adjusting the response activities.

### Local

In the event of a disaster, the activities are coordinated at the operational, tactical and strategic level.

In view of the limited scale of the emergency response organization on the islands, one team coordinates the strategic and tactical levels.

### Eilandelijk Beleidsteam - Insular Policy Team

The **Insular Policy Team (EBT)** operates at the island level, chaired by the lieutenant governor. The EBT meets (if required for preliminary consultation) when the lieutenant governor gives the order to do so. The EBT consists of officials and representatives of the insular departments who have a coordinating function and bear policy responsibility for the emergency response. In the event of a disaster at sea or a disaster on land that affects the sea, the Liaison Officer of IenM is also member of the EBT. The EBT is established as soon as the lieutenant governor gives the order to do so. The EBT takes decisions to ensure that those working at the operational level can carry out their activities. The EBT also arranges the communication and spokesperson activities. The EBT maintains contact with the Government Representative and the Sea and Delta Department.

### **On Scene Coordinator**

When dealing with incidents at sea, the port warden or the Coast Guard can appoint an On Scene Coordinator (OSC, Dutch abbreviation COPI) who is tasked with the coordination at sea.

The On Scene Coordinator (OSC) has the following tasks:

- To form, on the scene, a complete picture of the incident and the position of the various ships, people, etc. involved;
- To coordinate the deployment of incident response equipment on site;
- To coordinate, on the scene, the tactics of the incident response and the briefing of new units;
- To check how the instructions given by the port warden or coast guard are executed;
- To make agreements regarding the frequency in which participating units report to the OSC and discuss issues;
- To communicate, as soon as possible, with the KWC regarding the complete picture of the incident by means of a situation report;
- To act, in urgent cases, at his/her own discretion and account later for the actions taken to the competent authority;
- To record timesheets/ work slips / summary of costs.

### **Regional**

In the event of large-scale disasters of which the emergency response at the local level is insufficient and the effects of the disaster influence the surroundings of the island concerned, the Government Representative is responsible for organizing assistance and coordinating the cross-island emergency response. He does this in close collaboration and agreement with the lieutenant governors of the islands concerned, the KWCG and the authorities involved in the Netherlands.

### **3. Escalation and de-escalation**

The multidisciplinary coordination and substantiation of the 'escalation and de-escalation' process is closely related to the 'Leadership and coordination' process.

#### **Escalation to IenM/Sea and Delta Department**

In the event of land-based emergency response, the lieutenant governor escalates via the Government Representative, as the emergency response coordinator for incidents with cross-island effects, to the ministry of Security and Justice. For the lieutenant governor, the Government Representative is the point of contact for possible assistance. For emergency response at sea, escalation from an island runs via the Liaison Officer of IenM, as member of the EBT, to the Government Representative. The level is escalated in agreement with the acting DT member of the Sea and Delta Department. Escalating the level of a disaster at sea via the Government Representative, ensures that incidents on land and at sea are escalated as far as possible in a uniform and unambiguous way. As a result, in the event of incidents at sea, the Government Representative will also act as the coordinator of the emergency response for incidents with cross-island effects. The Government Representative escalates the level to the Minister of Infrastructure and the Environment. This is done in close consultation with the HID Sea and Delta Department, as the supervisor in Dutch Caribbean, on behalf of the minister.

### Agreements at the escalation level

In principle, incidents are escalated in escalation level steps. Operational escalation means that the team is actually formed and must start to act. Escalation and de-escalation in the emergency response organization depends on a number of factors, being:

- The seriousness of the incident;
- The scope of the incident;
- The location of the incident;
- The effect for the surroundings;
- The seriousness of the situation for external organizations.

### Classification of disasters in terms of scope

As opposed to the Netherlands, where the GRIP structure is used (the Dutch abbreviation for coordinated regional incident response procedure), the concept 'coordination level' is used on the islands. These levels correspond with GRIP though in terms of measures. When a disaster occurs at sea, it falls under the competency of the island region involved, unless it has such a large scope that cross-island coordination is required and there is a need for (inter)national assistance.

When dealing with disasters, coordination levels are set up that rise in seriousness.

Level 1	OSC	controlling the source and no effect on the surroundings
Level 2	EBT	effect on the surroundings
Level 3	Government Representative	effect on other islands, cross-island coordination

Incidents that happen at sea and on land do not have to be escalated in the same way. In both areas, escalation can occur to different levels during a single incident. Due to the source of the incident at sea, it can be necessary to escalate to Level 3 while the possible effect on the island can be dealt with by escalating to Level 1.

An initial escalation level is determined based on the available information. On the islands, this is initially done by the On Scene Coordinator (OSC, Dutch abbreviation COPI). In case of doubt, initially a higher coordination level will be announced. As soon as there is more certainty about the actual nature and scope of the incident, in agreement with the next higher authority, the escalation level will be determined.

The principle is that for an incident with a coordination level 3, the Government Representative will be responsible for the cross-island coordination and the decision-making process when dealing with incidents at sea. For crises or disasters that require national or international assistance, the Government Representative can decide to escalate the governmental and policy-related command to the national level in the Netherlands.

Here the following situations can be considered:

- Conflicts of interest between the various departments;
- Major international impact;
- Harmful effects on one or more vital interests.

For incidents at sea with effects on the rule of law, the authority lies with the ministry of Security and Justice.

### Informative and operational escalation

Informative escalation means that the chairpersons/teams are already informed about the situation, before the incident develops in such a way that operational escalation

actually occurs. The intention of providing this information is to bring the teams up to date in a timely fashion of the next coordination level of the situation. In consultation, the chairs of the teams will determine whether operational escalation is required.

Informative escalation is normally only one level ahead of the actual operational coordination level. Which teams will be informatively escalated depends on the scenario that is prevailing at that moment. From level/GRIP 2, the Duty Officer of the Sea and Delta Department always informs DCC-IenM.

**Informative escalation criteria for the Netherlands in the event of maritime incidents**

Reporting and alerting occurs based on the informative escalation criteria as drawn up by DCC-IenM. In the event of the Dutch Caribbean, this particularly concerns maritime disasters or incidents or accidents in the policy area of aviation and ocean shipping and water quality in the event of:

- multiple fatalities as a result of a shipping or aviation accident;
- (expected) attention of the national and/or international media;
- serious economic (and financial) consequences;
- extensive environmental damage on land, in the water or in the air;
- political and/or administrative sensitivity.

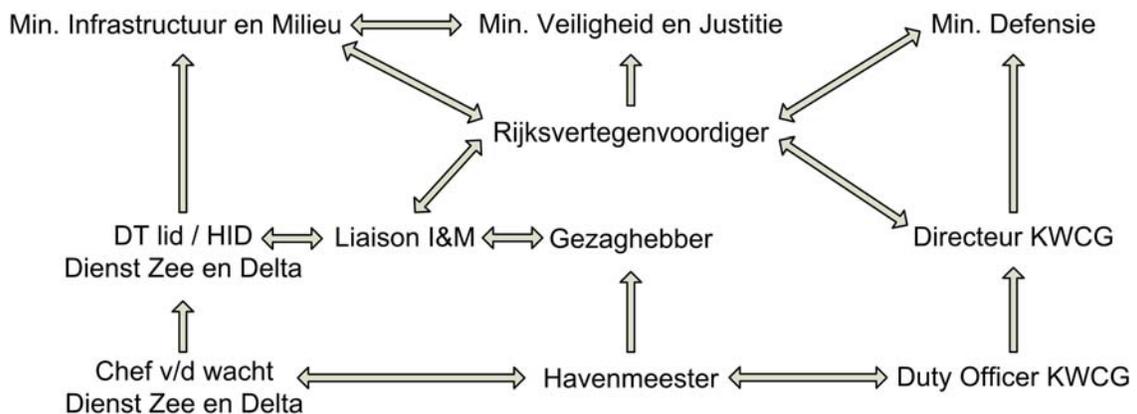
**De-escalation**

De-escalation occurs in a phased (with respect to level) and coordinated way, after an explicit notification or a decision to do so is received from the direct higher level. It can still take some time to deal with the incident in the aftercare phase after de-escalation.

**Diagram for reporting an incident to the Netherlands**

(\*) For the Dutch Caribbean the same escalation diagram applies as for the North Sea. There is one addition: The acting DT member will also inform the HID.

Opschalen / afschalen



#### **4. Information management**

The information management process is the main precondition for the 'Leadership and Coordination' process. As the required information becomes more complete and more rapidly available, the possibilities for 'Leadership and Coordination' increase more than proportionally. The correct information must be available in the correct form and at the correct moment for those who need it.

##### **Communication channels**

In the event of incidents at sea, various communication channels are used. All (emergency service) parties operating at sea communicate with each other through maritime radio channels. To use effectively the various communication systems and to coordinate them, communications in the event of incidents in which the land is involved must be structured in accordance with established communication models. For the higher escalation levels, the teams active in them have contact with each other via the (mobile) telephone.

When the land is involved, the regular emergency response services communicate via the regional communication network.<sup>3</sup>

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<sup>3</sup> The islands currently do not have their own alarm center. This is currently being worked on.

## 5. Spokesmanship and public relations

In the event of an incident, up-to-date and unambiguous information is needed to be able to respond correctly and rapidly to questions from the press and the public. The coordination between the various parties involved in an incident is of crucial importance, as are their responsibilities and the relationship with various government bodies.

### Local

On the island, in the event of emergency response, the lieutenant governor acts as the spokesman. For maritime incidents around the islands as well, this task is initially the responsibility of the lieutenant governor on whose territory the incident took place. The island secretaries are the first point of contact for information and coordinating and agreeing the communication and spokespersonship.

The communication mainly relates to:

- the actual state of affairs concerning the incident;
- the coordination of the emergency response;
- the interpretation of the consequences for the island;
- possible action that the population will have to take.

### Regional

In the event of an escalation to coordination level 3, the Government Representative will play a role, either in coordinating and agreeing the emergency response between the various islands or in the request for assistance, and will be automatically involved in the communication concerning the disaster or incident.

The Government Representative will not be the spokesman for the island, however, the activities will be geared to each other. The Government Representative's spokespersonship activities will mainly focus on:

- the coordination of the emergency response between the islands;
- the request for assistance;
- the interpretation of the consequences for the region;
- the role and involvement of the Netherlands.

The spokespersonship activities and the crisis communication of the Government Representative are executed by the National Office for the Dutch Caribbean. Coordination and agreement is obtained with the Caribbean Coast Guard and the communications department of the Sea and Delta Department (on behalf of the Communications Directorate (DCO) of IenM, as this is the ministry responsible for maritime emergency response in the Dutch Caribbean.

### Caribbean Coast Guard (KWCG)

If the situation arises, the KWCG can serve as press center and/or information center.

The communication from the Coast Guard will focus expressly on:

- Search and Rescue (SAR);
- the facts concerning the incident;
- the role and involvement of the Coast Guard in the emergency response.

For questions within the context of meaning/ interpretation and possible actions to take, the Coast Guard refers to the party responsible for the primary process (lieutenant governor/Government Representative).

### Information concerning relatives

The local authorities are responsible for providing information regarding victims to concerned relatives, interested people and the local and international press. The Coast Guard can support the local authorities in this.

## **National**

The Sea and Delta Department is, as manager and operator of the emergency response in the Dutch Caribbean, on behalf of the Ministry of Infrastructure and the Environment, responsible for the communications related to:

- the emergency response to a disaster;
- and the consequences of this for the environment and/or nautical safety.

The Sea and Delta Department primarily advises and supports the local authorities.

Dependent on the scope and the impact of the disaster, the Sea and Delta Department together with DCO will determine the communication strategy for the ministry and will agree this with other parties involved. In line with spokespersonship activities concerning incidents in the North Sea, the press information department of the Directorate General staff of RWS will be informed in a timely fashion.

Important partners for the Sea and Delta Department are:

- Local authorities of the islands;
- Government Representative;
- KWCG;
- DCO IenM;
- Communication Department of the Ministry of Economic affairs (in connection with nature management and marine parks).

## 6. List of abbreviations

AZ	Aansluitende Zone - Contiguous Zone
BOT-mi	Beleidsondersteunend Team milieu-incidenten - Policy Support Team - Environmental Incidents
BT	BeleidsTeam (Dienst Zee en Delta) - Policy Team of the Sea and Delta Department
BZK	Ministerie van Binnenlandse Zaken en Koninkrijksrelaties - The Ministry of the Interior and Kingdom Relations
CT	Calamiteiten Team (Dienst Zee en Delta) - Calamity Team of the Sea and Delta Department
CZMCARIB	Commandant Zeemacht Caribisch Gebied - Commander of Naval Forces for the Caribbean
DCC-IenM	Departmentaal Coördinatiecentrum Crisisbeheersing (IenM) - Departmental Coordination Center Crisis Management (Ministry of Infrastructure and the Environment)
DCCG	Dutch Caribbean Coast Guard
DCO	Directie Communicatie (ministerie IenM) - Communications Directorate of the Ministry of Infrastructure and the Environment
DKW	Directeur Kustwacht - Coast Guard Director
DT	Directie Team - Management Team
EBT	Eilandelijk Beleidsteam - Insular Policy Team
EEZ	Exclusieve Economische Zone - Exclusive Economic Zone
FIR	Flight Information Regio - Flight Information Region

GRIP	Gecoördineerde Regionale Incidenten Procedure - Coordinated Regional Incidents Procedure
HID	Hoofdingenieur Directeur - Head Engineer Director
HMCN	Hydro Meteo Centrum Noordzee - Hydro Meteo Center North Sea
HRCC	Head Rescue & Coordination Center
HR&C	Head Rescue & Coordination
HR&L	Head Law Enforcement & Liaison
ICP	Island Contact Point
IenM	Ministerie van Infrastructuur en Milieu - Ministry of Infrastructure and the Environment
KWCG	Caribbean Coast Guard (KWCG)
KWC	Kustwacht Centrum - Coast Guard Center
NCP	National Contact Point Agency
NOC	Nationaal Operationeel Centrum - National Operational Center
OPRC	International Convention on Oil Pollution Preparedness, Response and Co-ordination
OT	Operationeel Team - Operational Team

OSC	On Scene Coordinator
PDKW	Plaatsvervangend Directeur Kustwacht - Deputy Director of Coast Guard
PT	Beleids team - Policy Team
RCN	Rijksdienst Caribisch Nederland - National Office for the Dutch Caribbean
RWS	Rijkswaterstaat - Directorate-General for Public Works and Water Management
SAR	Search and Rescue
SOJU	Staff Officer Legal Affairs
SOSI	Staff Officer Shipping Inspectorate
TZ	Territoriale Zee - Territorial Sea
USCG	United States Coast Guard
VHF	Very High Frequency (marine telephone)