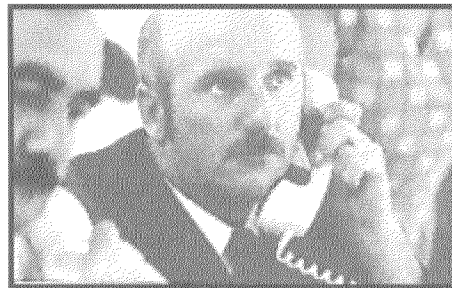*Telephone lines are subject to disruption in an emergency. Make sure you have enough lines, and that essential lines are protected by the Line Load Control system.*

ity of the Head of Council is exercised with advice from the Community Control Group, which consequently wields considerable power. It may:

- designate part of the community as an emergency area;
- authorize expenditures to implement the emergency plan
- order evacuation of all or part of the emergency area
- discontinue utilities or other services — public and private — when they constitute a hazard
- disperse crowds
- arrange accommodation and "welfare" for evacuees
- call in community employees and equipment
- arrange for services and equipment from volunteer agencies and private contractors not normally under community control.
- ask for help from neighbouring communities and other levels of government.

Two essential aspects of the management and control structure are the establishment of an emergency operations centre and an emergency information centre. The plan must designate the physical space that will be used for the operations centre — and an alternate location. The location of the information centre will be determined by the nature of the emergency and the facilities available. Normally it should be close to — but separate from — the operations centre.

Step 8. Design a communications system.

In an emergency one of the principal functions of the Community Control Group is to collect and share information. Planning the communications system is crucial. It must provide adequate means of communication between the emergency site and the Operations Centre, and between the Operations Centre and various community agencies. It must be reliable even in the confusion that often surrounds an emergency, and it must be secure. You should also develop an alternate communications system to operate in case the primary system fails.

Ham radio clubs, CB radio operators, or telephone fan-out systems may provide alternative communication systems. It is unlikely that your community will buy expensive communications equipment for exclusive use in emergency, so it is important to assess your existing resources realistically, and make the best use of what you have.

Normally radio communication is least susceptible to disruption. However telephone lines can be equally effective, provided there are enough lines and telephones, and provided measures are taken to ensure access to phone lines. For example, telephone companies offer a service called Line Load Control which helps to ensure that specified important lines and numbers

used by emergency services continue to work when others may not. Some of the emergency service numbers should be unlisted to ensure that they remain clear during an emergency. At this point in the planning process it would be smart to add a communications expert to your committee's support group

Step 9. Integrate plans developed by other agencies.

Emergency plans already exist in your community. For example, hospitals, as part of the process of being accredited, must develop an emergency plan. Police and fire departments routinely develop response plans for various contingencies. Find out what they are and integrate the appropriate parts of them under the umbrella of the overall community emergency plan

Step 10. Write the first draft

By now, this should be less difficult than you may imagine. Much of the work — planning a communications system assigning responsibility for various functions, establishing a management and control group — has already been done.

See the box on page 4 for a list of topics that should be included in your emergency plan, and use your assessment of the risks your community could face as a guide. Normally the members of the emergency planning committee will each write the sections that pertain to their own areas of responsibility, and the entire committee will critique the results.

Testing the plan

1. Select the *aim* of the exercise — what do you want to test, the entire plan, or components of it? All of the agencies which would be involved in a response, or only some of them?

2. Select the appropriate type of exercise, keeping in mind the level of training and experience of the participants. Start with a simple exercise, work up to the more complex types.

3. Exercises must be a positive experience. Set limited objectives that are attainable. Any organization can be tested to the point of failure but that should never be attempted.

Types of exercises

Static
The emergency scenario is created on paper, subsequent events are presented either on paper or by incoming telephone or radio messages. Maps, models or diagrams may also be used.

Telecommunications
Used to test the effectiveness of the notification system, may or may not require assembly of EOC staff. In addition, scripted messages can be used to test emergency communications systems such as radios.

Field
A simulated emergency site is created, simulated casualties can be used. Emergency vehicles and personnel respond to the site. An Emergency Site Manager is appointed, the Emergency Operations Centre is opened, the Community Control Group assembles. Information flows, decisions are made, actions are taken until exercise is terminated.

The exercise process

Programming
Set schedule of exercises

Planning
Plan the exercise scenario, sequence of events, control requirements, safety measures, manpower and resources, site preparation and cleanup, and post-exercise debriefing

Conduct
Carrying out the exercise of whichever type has been selected.

Evaluation
Done by debriefing all participants immediately after the exercise, and later detailed debriefings held by each agency involved.

Reporting
The final post-exercise should identify the successes and failures of the exercise itself, together with suggestions for improving future exercises and recommendations for changes to the emergency plan.

The chair person should be responsible for ensuring the separate sections are co-ordinated with each other.

Appendix I contains a sample emergency plan.

Step 11. Test the first draft.
Testing the emergency plan is at least as important as writing it. The plan is intended to be a blueprint for your community's response to a major occurrence, and like any blueprint it has to be verified.

Testing procedures range from "paper tests" in which you imagine an event and attempt to foresee the consequences of implementing the various measures described in the plan, to full-scale "field exercises" in which resources are actually mobilized and deployed. The tests you develop should test each component of the plan in isolation, as well as the co-ordination of the various components. At the very minimum, you should test the notification system included in your plan. Emergency Measures Ontario will help you develop adequate tests for your draft emergency plan.

Step 12. Revise the plan.
Be sure that it will need revision. It is inevitable that there will be flaws. In fact, the purpose of testing is to expose flaws in the plan, and correct them. In addition, you should bear in mind that an effective emergency plan must take into account changing circumstances. Normally your emergency plan should be re-

assessed — and up-dated if necessary — at least once a year. Emergency preparedness is a continuing activity; you can't write a plan, and forget it.

Step 13. Have the plan approved by council and promulgated.
The emergency plan must have the support of the community council, and that support must take the form of a community by-law authorizing the establishment of the plan.

A sample by-law is included in Section 4.

There are two reasons for this First, the by-law provides the legal basis for the emergency plan. Without a by-law, the plan doesn't exist, and it doesn't empower the Community Control Group to take action in an emergency. Second, the support of the community council is essential to effective emergency planning, and it is important to publicly demonstrate that support. To put the matter another way, if there is not sufficient support to enable a by-law to pass, the emergency plan itself will not function. Start over.

Normally you should involve the community council at various points in the planning process, both to keep elected officials informed about the content of the plan, and to build support for the process. The emergency plan should contain no surprises by the time it reaches the community council for approval.

Step 14. Tell the public about it.
Public awareness and support is an important element in emergency planning. You should provide opportunities for public consultation during the planning process, and secure public participation in field exercises and tests of the emergency plan wherever possible. In addition, the emergency plan must include provisions for disseminating information to the public during an emergency, and for securing public co-operation for the measures being instituted.

It is also important to educate the public about how they should behave in an emergency — for example, that members of the public should not visit the site of an emergency, and should listen to the local radio for information, rather than blocking the telephone lines with calls to emergency services.

You should attempt to secure media coverage of the approval of the emergency plan by council, and use that opportunity to build public support for the planning process. After all, it is public safety that motivates the entire procedure. Talk it up.

Ordering an evacuation of all or part of an emergency area is a very serious step, and requires detailed planning. The Community Control Group should be authorized under the emergency plan to order an evacuation, but that order should only be given after careful consideration of all the factors involved. In some cases clear and obvious risks will indicate the need for evacuation; in other cases a precautionary evacuation may be justified to avoid an expected risk; in still other circumstances — for example, where evacuees would have to drive through a plume of hazardous gases — it may be better for people to take shelter in their homes.

Evacuation plans should provide for both minor evacuations of a limited area (for example, one resulting from a major fire or a gas leak) and major evacuations affecting a large part of the population (for instance severe flooding or a major chemical release). Plans should be flexible enough to accommodate both sudden emergencies or situations that provide more warning.

Evacuation plans must deal with two distinct groups of people: the "population at risk," and the "host population" which will shelter the evacuees.

The population at risk

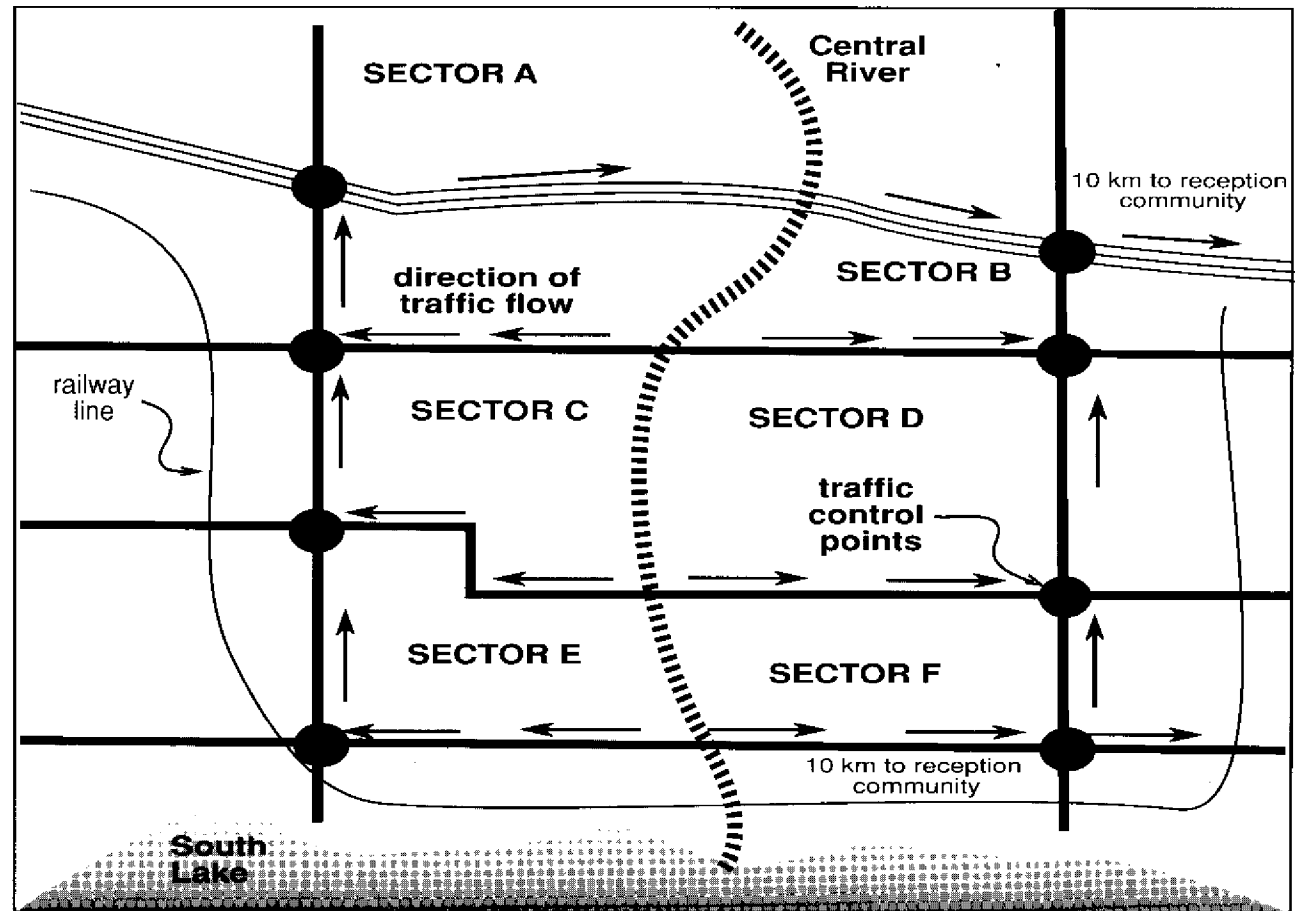The population at risk is the principal focus of evacuation plans, and information about this population is an essential requirement of sound planning. The need for evacuation and the ease with which evacuation can be accomplished will depend on a number of factors: the day of the week and time of day, for example, will determine if families will be together at home, or scattered at work and at school. Some evacuees will need transportation; others will evacuate themselves; others may refuse to move at all. (After they have been warned, leave these people to make their own decisions and arrangements).

The first requirement of evacuation planning is detailed information about the populations likely to be at risk. The table is an example of what you need to know. In larger communities it may be necessary to collect and store this information in a computerized data bank. In smaller communities it may be enough to show the information on a map like that on the next page.

Schools, hospitals, nursing homes and similar institutions should each have separate emergency evacuation plans which show where their populations will assemble for transportation. Families should be encouraged to trust in institutional planning, and avoid the temptation to arrive independently to pick up family members. The community evacuation plan should take these institutional plans into account, and provide for transportation, evacuation routes, etc. to serve each institution.

In addition to knowing about the

Evacuation routes

SECTOR A

Central River

10 km to reception community

SECTOR B

direction of traffic flow

railway line

SECTOR C

SECTOR D

traffic control points

SECTOR E

SECTOR F

10 km to reception community

South Lake

The evacuation map you prepare for your town should show schools, hospitals and other facilities which will require special attention during an evacuation.

Population

Sector	Night	Day
A	2200	800
B	1700	500
C	500	2500
D	600	2800
E	1400	500
F	2000	600
TOTAL	**8400**	**7700**

population at risk, you have to develop some method of communicating with them. Usually broadcast media — local radio and television — will be the answer, but in areas where broadcast outlets are not available, other methods (sirens, a public address system, telephone fan-out networks, door-to-door visits) must be developed. Your communications with this population will always have two elements: you have to tell them that an evacuation is pending, and you have to tell them how and when to react.

Your evacuation plan should also provide for assembly points for evacuees, evacuation routes, traffic control points, and vehicles or other means of evacuation. You will also require alternate assembly points and evacuation routes in the event primary routes are blocked.

Possible choke points on the evacuation routes should be identified, and some means of clearing blockages must be available. The police can help identify these points and tell you how to deal with them.

Your directory of resources should include transportation resources as well as methods of arranging access to these resources, an estimate of how long it will take to arrange for drivers, and other details. All of this planning must be done in advance of the actual emergency.

Finally, the evacuation plan should include a control mechanism to ensure the evacuation is carried out as planned, and to react to unforeseen circumstances. An essential element in this is an effective, flexible system of communications. Radio is the only practical alternative in these circumstances.

Demographic Details

The number in each of the following categories is required for day and night in each geographical area of the community.

1. Total population
2. Adults
3. Secondary school age
4. Elementary school age
5. Pre-school age
6. Hospital patients
   a. ambulatory
   b. non-ambulatory
7. Resident of homes for the aged
   a. ambulatory
   b. non-ambulatory

A chart of the necessary information would look like this:

Categories	Geographical areas (day/night)			
	Downtown	East side	West side	Suburbs
Adults	1665 / 39	824 / 1740	438 / 596	126 / 321
Secondary school age	85 / 12	321 / 321	258 / 365	212 / 310
Elementary school age	12 / 0	511 / 411	431 / 321	248 / 248
Pre-school age		123 / 212	234 / 212	312 / 310
Hospital patients (all considered to be adults)	60 / 60		312 / 312	
Resident Homes for aged		134 / 134		83 / 83
Totals:	1822 / 111	1913 / 2818	1673 / 1806	981 / 1272

Reception Planning

Normally plans for receiving evacuees should be worked out with neighbouring communities on a reciprocal basis· you take theirs, they take yours No single community should be in the position of evacuating a large area and accommodating the same evacuees.

Reception planning is normally the responsibility of the social service agencies in the community, and it is an essential part of your emergency response procedures A large number of evacuees arriving from a neighbouring community is an emergency like any other, and must be accommodated in your emergency plan.

Reception planning starts in the same place as evacuation planning: with detailed information about the population likely to be involved and the probable circumstances of the evacuation·

- approximate number in each age group;
- number requiring 'official' accommodation compared with the number able to fend for themselves;
- number requiring special care — for example, hospitalized or institutionalized populations;
- amount of notice that can be expected before evacuees begin to arrive;
- principal evacuation routes and means of transportation.

Obviously you should co-ordinate this aspect of your emergency planning with your neighbours

Evacuee centres will require facilities for sleeping and eating, and washrooms, preferably with showers. Depending on the duration of the evacuation they may also require recreation facilities (especially for children) and arrangements for communicating with family members and friends. Planners should survey public and private facilities to determine how many people can be accommodated for short or long periods. The determining factor is usually the availability of washrooms and facilities for feeding evacuees. High schools and community centres often make good evacuee centres; shopping malls and public schools are less desirable.

Reception arrangements should also include a formal registration and inquiry organization that will keep track of evacuees, assign them accommodation, re-unite families that have become separated, and answer queries from concerned relatives and friends. This is a difficult and labour intensive task that requires careful planning and probably training for volunteers. A large volunteer agency like the Red Cross should be considered for this function. Remember that volunteers must be trained before they will be able to fulfil these duties

Evacuees requiring 'special care' should be handled separately through reciprocal arrangements between institutions offering similar care: hospital to hospital, or from one home for the aged to a similar institution in the neighbouring community. The next best arrangement is to concentrate evacuees requiring special care in one location, to simplify the delivery of health services.

Reception (and evacuation plans) should also provide methods of caring for pets and livestock. This may involve delivering feed and sustaining care to animals, but it may also involve removing animals from the threatened area.

Finally, reception plans should make provision for traffic control and organized reception facilities for evacuees. Volunteer agencies and service clubs are important resources for the host community, and planners should take advantage of the organization structures they offer by assigning them responsibility for specific aspects of the reception plan — for example, setting up and operating a registration and inquiry apparatus This has the added benefit of identifying this aspect of emergency planning as a community activity, rather than official business.

Inform the public

The public's ability to respond to an emergency situation is directly related to how well the people have been prepared. People are more likely to share their homes with strangers if they have been warned about that possibility well in advance. Public support for evacuation and reception plans — and for all aspects of emergency planning — has to be secured *before* the emergency occurs.