

New Brunswick Pandemic Influenza Plan

Appendix D, Pandemic Influenza Planning Guide for Municipalities



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NEW BRUNSWICK PANDEMIC INFLUENZA PLANNING GUIDE FOR MUNICIPALITIES

This appendix has been designed to facilitate the coordination between municipal and district EMO's with the Regional Health Authority (RHA) and Public Health Services on emergency planning for a pandemic influenza outbreak. It may also be used as a planning guide in response to outbreaks of other infectious diseases and is not intended to be prescriptive. Due to the extreme nature of pandemic influenza municipalities are obliged to plan for an influenza pandemic as an identified threat. This document has been prepared by staff of the Departments of Health and Wellness and Public Safety (NB EMO) and incorporates best planning practices from other jurisdictions and, in particular, from the Governments of Manitoba and British Columbia.

Appendix D NB Municipalities Guide during Pandemic Influenza NB Pandemic Influenza Plan This Version: December, 2005

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Background

It is estimated that between 500 and 1500 Canadians die each year from influenza and its complications. Typically, between one in four and one in ten is infected with the influenza virus each season which causes a significant impact on health and productivity. However, three times in the last century there have been worldwide or pandemic influenza strains that cause high rates of death and illness. The 1918 "Spanish Flu" is estimated to have caused over 20 million deaths worldwide. The next pandemic is expected to cause high rates of death and illness resulting in a tremendous amount of social disruption. Assuming an illness rate of 35% it is estimated that over 120,000 New Brunswickers will seek medical care during a pandemic. An attack rate of 35% would mean that 1/3 of municipal staff may be out at any given time – some will die. This would cause an enormous strain on health services and create human resource gaps in essential services for all communities.

Once a pandemic strain is identified it may take up to six months to develop an effective vaccine, therefore the preparation of contingency plans for coping with this worldwide illness is crucial. Because it is anticipated that the pandemic will impact all communities in the province at the same time, community self sufficiency within a collaborative environment is required in the response. Since all communities will be affected by high rates of illness operational interruptions related to staff illness will occur, thus community contingency plans for responding to this type of emergency are essential.

The development of the New Brunswick Pandemic Influenza Plan (provincial plan) is an enormous undertaking that requires the participation of all community sectors. This appendix to the provincial plan is intended to provide municipalities and communities in New Brunswick with information to clarify their roles and responsibilities in an overall coordinated response to a pandemic influenza emergency. Although designed around the phases of a pandemic it may be applied to other health emergencies related to infectious disease outbreaks. Following confirmation of a pandemic influenza outbreak from health authorities, municipalities and local service districts will need to activate their own plans when dictated by the extent and severity of the pandemic. Municipalities or EMO districts will activate their respective Emergency Operations Centre if deemed necessary to coordinate delivery of essential services and resources. The extent of activation will be largely driven by the needs of the municipality or community.

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1. Pandemic Planning Considerations

Municipal and District EMO responsibilities fall under the community emergency response component of the Department of Health & Wellness Pandemic Influenza plan and they will need to participate in identifying and planning relevant activities of mutual concern. Essentially, the regional health emergency management health authorities and the Department of Health and Wellness will lead the response in terms of influenza surveillance, vaccines and anti virals use, clinical services and public health measures. Collaboration between health authorities and emergency responders is necessary to ensure a coordinated response. Communities will lead in the area of maintaining their essential services (business continuity) and provide assistance or support to the district Medical Officer of Health and regional health authorities.

1.1. Business Continuity

All levels of government must be aware of the impact of an influenza pandemic (reduced human resources, for example) on their own capacity to provide services. All these services are likely to be affected by staff absenteeism due to sickness. In some cases, some essential service workers may be required to care for ill family members at home.

Contingency plans for providing essential services and ensuring business continuity in the face of a pandemic influenza must be included as a component of an overall all hazards emergency response plan.

Some points that municipalities may want to look at as part of their internal plans to ensure essential services are maintained during a pandemic include:

identifying and prioritizing critical business functions
continuing local government and maintaining administrative support
maintaining public safety services (Fire, Ambulance, Police)
maintaining the integrity of essential public works such as water treatment and delivery,
waste management, garbage disposal and utilities
conduct of emergency operations for other emergency events, such as floods or dangerous
goods spills, not directly related to the health and medical concerns of a pandemic
public communications, advisories, self help and information notification
coordinating transportation requirements and implementing travel restrictions as mandated
provincially or required locally.
developing a process of providing employees with pertinent health information

1.2. Support to Health Service Sector

A number of contingency plans will need to be developed to ensure that implementation during the response phase can be easily and efficiently conducted. In most cases consultation with the RHA/Public Health through the District Medical Officer of Health or designate will be essential. The typical areas of concern for which contingency plans will be required are listed below:

Develop plan for sharing responsibility for providing information and advice to the public
On direction from the District Medical Officer of Health, where it is deemed to be in the best
interests of public safety and minimizing the spread of infection develop a plan for the
closure of public buildings and meeting places in accordance with the Health Act
In partnership with the RHA and Public Health regions pre identify and document alternative
care facilities, triage centers, morgue facilities, and immunization clinics if requested
Create a committee of local business persons charged with developing mutual aid
agreements/pacts to assist one another in maintaining essential services to the public,
typically essential services involve access to pharmaceuticals, retail food, gasoline and other
essential commodities

2. Concept of Operations

2.1. Activation

In the event of an influenza pandemic the Department of Health and Wellness will monitor the progression of the disease in conjunction with the Public Health Agency of Canada and the World Health Organization. It is through existing influenza surveillance systems that a pandemic virus will be identified. Depending on several variables (detection within or near the province, virulence of disease, extent of impact) the Department of Health and Wellness will activate the provincial plan. Regional Health Authorities will be informed of any decisions in this regard and, may have activated their own plans depending on the situation in their particular regions. With direction from the Chief Medical Officer of Health, the Department of Health and Wellness will oversee the initial provincial response to the pandemic and will liaise with national and regional partners. If required, the DHW Emergency Operations Centre (EOC) will be opened to co-ordinate the provincial health response. Regional Health Emergency Committees (composed of functional components of the Department of Health – Ambulance Services, Public Health Services, Mental Health Services, and Hospitals) may open their EOCs to coordinate the regional response. Municipalities will activate their plans based on their identified triggers and in response to the needs of their jurisdictions.

2.2. Response

The provincial emergency response will be coordinated by the DHW (EOC). The primary functions of the departmental EOC are:

provincial decision making and policy direction;
operational support;
internal and external communication;
planning and analysis of incoming data; and
administration and financial matters.
The health response in regions will be directed by the Regional Health Emergency
Management Committee EOC. Municipal activation of EOCs is a municipal decision and
will be largely driven by the impact of the pandemic in communities. Potential municipal
actions are described in section 4 of this guide.

2.3. Deactivation

There will come time when the response and recovery effort no longer requires that each of the EOCs maintain operations and each will be deactivated as appropriate. This only means that the volume or level of activity is no longer sufficient to justify maintaining the operation of that specific EOC, others may still be in operation. Therefore, there may still be a requirement to continue to exchange information between organizations and those processes or procedures must be defined and implemented as required.

This process of activation, response and deactivation may occur in response to the waves of the pandemic and to declarations of the World Health Organization, Public Health Agency of Canada and the Department of Health and Wellness.

3. Municipal Emergency Management for Pandemic Influenza

As detailed in the provincial plan there are defined phases within pandemic periods as determined by the international community through the World Health Organization. For purposes of this guide the following planning or response phases will be referred to:

Pre pandemic (mitigation)
Pandemic imminent (preparedness)
Pandemic event (response)
Post Pandemic (recovery)

3.1. Pre-Pandemic - Mitigation

This is the period that begins **now** and continues until such time as a potential Pandemic Influenza event is identified. It is during this period that municipal/district EMO Coordinators must conduct their impact analysis to determine the impact that a pandemic event will have on their communities and operations. The impact analysis must consider the loss of available human resources directly through illness or indirectly, through the requirement to care for ill family members or friends. As stated earlier, in section 2, pre planning must focus on two areas of concern: 1) Business Continuity and 2) Support to Health Service Sector which may be the RHA and/or the District Medical Officer of Health (MOH), and must be agreed to through mutual consent. This involves liaising with local partners (RHA, District Medical Officer of Health, the business community and funeral home directors, for example).

3.2. Pandemic Imminent - Preparedness

Influenza surveillance activity, internationally, nationally and provincially, is year round. Surveillance systems monitor circulating influenza viruses in order to provide information in the manufacture of annual influenza vaccines but also to detect the emergence of "unusual" or novel viruses. Efficient surveillance systems are crucial to identify unusual viruses anywhere in the world. The sooner a potentially pandemic influenza virus is identified the sooner control measures can be put into place at all levels. Putting measures into place quickly requires anticipating what measures may be required and the processes by which those measures are put into place.

At the time that a novel influenza virus with pandemic potential is identified the MOH will advise the Municipality or District as necessary and will provide guidance on the need to activate plans. In some areas the municipality may be notified by emergency planning representatives at the RHA or Public Health Services. Identifying this communication process is crucial in the planning stages. The EMO Coordinator shall review and implement municipal procedures as needed in response to their own situation. If appropriate some or all of the following steps will be carried out:

The mayor and council will be advised as soon as possible.
The EMO Coordinator, in response to their own situation will determine what level of activation is necessary
All members of the Municipal/District Emergency Action Committee will report to the Emergency Operations Center (EOC).
The EMO Coordinator will brief the EOC members of the situation as it has been communicated by the MOH and cover: ☐ The current situation ☐ A review of the nature of pandemic influenza and precautions that must be taken by all staff ☐ A review, by designated members, of self help guidelines in influenza precautions ☐ Request a review of contingency plans, by designated members, for all essential services
The EMO Coordinator and the Communications Officer, in readiness, will review the process for declaring a "state of local emergency" and how notification of the public will be implemented should that action be deemed necessary.
Public Communications - The Communications Officer will establish and maintain communications with the MOH and the RHA until pandemic response operations have been concluded, at an interval appropriate to the evolving situation.
Local Services - Emergency Services and municipal service supervisors, administrators, and department heads will be provided self-help guidelines to distribute to their staff and families. They will also be requested to review their list of back-up support staff and additional personnel that may be needed and be prepared to provide an update of their status within 48 hours.
Key representatives of local service organizations and local non government organizations (NGO's) will be briefed on the situation and asked to assist in the distribution of these information packages to the community at large if required by the communications contingency plan
Administrative staff dealing with public inquiries will be provided fact sheets or Q & A documents to assist in responding to the public. This information will be provided by the Department of Health and Wellness

The EMO Coordinator will confirm contact information and the status of any pre-designated facilities or arrangements for alternative care facilities, secure storage areas, morgue facilities etc and arrange for those facilities to be available to the RHA and/or MOH on request in accordance with their contingency plans
Review transportation and traffic control plans as required to support RHA or MOH activities including identification of vehicles and drivers as required
Review security arrangements for storage locations for medical supplies required by the RHA or MOH as plans dictate
The EMO Coordinator, or designate, will facilitate a meeting with the local Chamber of Commerce to review possible collective emergency mutual aid arrangements to ensure that the forced closure of understaffed essential businesses will be minimized. These businesses should be provided information on the current implications and probable impact of the pandemic and on precautions that they can take to protect themselves and their families.
Members of the emergency action committee will be requested to meet at the EOC (normally within 48 hours if threat permits) to report their department/agency status, and to review in detail all of the contingency plans to ensure the familiarity of all members and to identify any shortfalls.
A representative from the RHA/MOH should be in attendance; however, if they are not available, a report on of the status of the contingency plans of mutual concern will be forwarded as soon as possible to the RHA/MOH in an agreed upon form.
3.3. Post Pandemic Event – (Response)
Once it is apparent that the pandemic is impacting a significant number of persons within the community it will be necessary to enhance the response to deal with the impact as it occurs. Typical responses during this period could include:
The EMO Coordinator and elected officials will review the need to make a "declaration of a state of local emergency", if and when, those extraordinary powers will be required to deal specific aspects of the response. A "declaration" will be made as described in the <i>Emergency Measures Act</i> with and a copy will be faxed to the Emergency Measures Organization, Department of Public Safety for approval of the Minister of Public Safety.
Security arrangements for designated alternate care, triage, storage, morgue and other sites will be activated as required.
The public communications officer/RHA Communications will communicate with the provincial Communications New Brunswick (CNB) to coordinate arrangements for the distribution of self-help information to the general public through all media outlets (print, radio, TV & internet).

 All other Pandemic contingency plans will be activated as required to deal with the local situation as it develops.
The EMO Coordinator will issue situation reports on the status of the response to NB EMO and the appropriate RHA as may be requested
On the order of the District MOH, the EMO Coordinator will ensure the closure of certain public buildings or meeting places in the interests of public safety in accordance with the Health Act.
On the order of the District MOH, the EMO Coordinator will ensure the closure or control of traffic/transportation systems to limit the movement of personnel in to and out of the community in accordance with the Health Act.

3.4. Pandemic Event – Recovery

Recovery consists of measures and actions taken to repair and restore communities after an emergency. Recovery may also include some mitigative actions. Typically recovery focuses on the physical and psychosocial effects that arise as a result of an emergency; however, in a pandemic event the primary impact will be on <u>people</u> not infrastructure and will therefore need to be heavily structured to deal with the psychosocial aspects.

To carry out their duties effectively following an emergency, recovery workers, whether they are responsible for reconstruction of infrastructure or the provision of personal support services, will be dealing with **one common element - the people** affected by the event.

A number of resources are available to help individuals to adjust after an emergency experience. These resources can include:

- Family and Friends
- Critical Incident Stress Management (CISM) Professionals and Programs
- Health Care Professionals
- Wellness Programs
- Grief Counselors
- Clergy
- Employee and Family Assistance Programs
- Volunteer agencies (e.g. Canadian Red Cross)

Recovery Planning

Recovery plans will generally set out to develop and formalize arrangements for the effective management of the recovery process. A plan may include details of inter-agency coordination and specify responsibilities for the overall management of the recovery process. It is likely to identify resources and define responsibility for the range of specific services to be provided.

Recovery planning is required at all levels (i.e. federal, provincial/territorial, regional/district, and local). This allows for the management of recovery to be undertaken and resourced at the most appropriate level, depending on the scale of an event and provides for support from the next higher level to be properly coordinated where necessary.

All agencies that have a role to play in the recovery process must be involved in the planning process. Through this involvement, working relationships and networks are established and developed. Representatives of the various agencies gain an understanding of the range of tasks which make up the recovery process.

Some of these include:

- public information
- assessing and rebuilding infrastructure and family homes
- provision of long-term housing
- business resumption
- damage assessment
- donations management
- allocating resources
- determining and providing financial assistance
- providing health and human services

Annex 1 to Appendix D

Roles and Responsibilities of RHA/PH Authorities and Local Emergency Measures Organization

3.1.1.1 Regional Health	Pre Pandemic		Evaluate adequacy of existing local infrastructure to
Authority/District	(Mitigation)		respond to an influenza pandemic.
Medical Officer of	, ,		Work in conjunction with health service providers,
Health			employers, municipalities and other sectors to improve
			annual influenza vaccination levels
Role: The District Medical			Review current plans for mass vaccination campaigns
Officer of Health, in			Determine availability of alternate sites for triage
conjunction with the RHA, will			centres, treatment centres
take the lead in providing			Identify facilities/resources with sufficient refrigerated
advice and counsel to local			storage to serve as temporary morgues
government. In addition, the			Devise a plan for distribution and administration of
MOH shall take whatever steps			vaccine to public.
are reasonably possible to			Educate staff about the nature and significance of
suppress the disease and protect			pandemic influenza and the local response.
the public as described under			Work with local private and volunteer organizations to
the Health Act.			develop and synchronize local response to a pandemic
			influenza.
			Coordinate pandemic influenza planning with
			municipal/Regional partners. Establish a list of public buildings and review the
		_	benefits and disadvantages of closure of those public
			facilities in the interest of public health, in conjunction
			with the local Emergency Response agencies
			Monitor reports from World Health Organization, the
			Public Health Agency of Canada and the provincial
			Department of Health and Wellness
			Notify appropriate agencies of alert
	Pandemic		Report to or send designate to Municipal EOC to
	Imminent		provide a briefing and receive status reports from
	(Preparedness)		partner agencies
			Be prepared to respond to media inquiries regarding the
			outbreak
			Activate emergency plans, as required
			Plan for implementation of alternate care sites
			Plan for implementation of counseling/psychiatric
			support services in conjunction with Mental Health
			Services
			Implement health education campaign with emphasis on
			following: hand washing, stay home rather than be
			exposed to/spread the influenza virus, check on family, friends living alone, vaccination clinic locations, signs,
			symptoms, vaccine safety and storage
			Review list of alternate care facilities with municipal
		_	planners
			Attend EOC briefings and provide regular updates to the
		-	local Government

	Donders's E		Activate Health Authority Day demis Disc
	Pandemic Event		Activate Health Authority Pandemic Plan
	(Response)		Report to Municipal EOC to provide a briefing and receive status reports from partner agencies
			Increase public information effort designed to keep ill
		_	persons at home
			If medical/health mutual aid system is overwhelmed,
		_	request assistance from Province but anticipate that
			assistance from others may be limited
			Implement alternate care sites, as necessary to respond
			to overwhelming caseload.
			Attend EOC briefings and provide regular updates to the
			municipality
			The need to close public buildings, cancel public events
			or institute other public health measures will be assessed
			by the District MOH
			The need for control of movement of people and
			commodities in and out of the community will be
			assessed by the District MOH
			Implement plans for mass vaccination clinics
			Request assistance with security at vaccination clinics if
	Do at D	_	deemed necessary
	Post Pandemic		Ensure all safety and health issues have been identified and resolved
	(Recovery)		Review and revise plans based on lessons learned
	Subsequent		Continue immunization efforts in lower risk groups, as
	Wave(s)	_	vaccine becomes available
	, , u , c (s)		Review and revise plans, as necessary
			Monitor resources and staffing requirements
			Consider need to re-immunize depending upon period
			between waves
Local Emergency Measures	Pre Pandemic		Establish plans and procedures to support RHA and
Organization	(Mitigation)		Public Health initiatives to prepare for a pandemic.
			Develop a program, in conjunction with the District
Role: Will support the			MOH, to facilitate routine, annual influenza vaccination
municipal / local government			of staff
response.			Establish a list of public buildings and review the benefits and disadvantages of closure of those public
			facilities in the interest of public health, in conjunction
			with the Health Authority
			Ensure that areas of responsibility essential for
			maintenance of government have been backed up so that
			appropriate designated personnel can take over
			management in case of absence due to illness.
			Review mutual aid agreements with neighbouring
			communities to share personnel capable of managing
			and maintaining essential services.
			Review and confirm availability of facilities for
			alternate care, triage, cremation, refrigeration Arrange and facilitate a meeting with the local Chamber
		_	of Commerce and local business leaders regarding the
			need for mutual aid support between businesses.
	Pandemic		The District Medical Officer of Health will monitor
	(Preparedness)		reports from the Public Health Agency of Canada and
		1	
			the provincial Department of Health and Wellness
			Updates will be given to staff as necessary.

Γ		10 1
	andemic	Advise Mayor and Council
(R	Response)	Activate the EOC
		Provide a briefing to all EOC members
		Review process for declaration of State of Local
	5	Emergency Do proposed to respond to modio inquiries recording the
		Be prepared to respond to media inquiries regarding the outbreak
	П	Post information on appropriate web sites
		Review and confirm all contingency plans are in place
		and remain appropriate for the threat
		All areas will implement plans for procedures to address supply and personnel shortfalls
		Confirm with the RHA and other stakeholders the
		process for sharing information and coordinating
		response
		Plan for implementation of volunteer support services registry
		Arrange for the local Chamber of Commerce to meet
		with businesses to ensure continuity of services
		Working with the RHA and the District MOH, ensure
		that self-help guidelines are distributed to businesses
		and public
		Meet with representatives of local businesses to ensure
		essential businesses remain open
		Confirm arrangements with local funeral directors for
		burial plots, cremation, refrigeration Alert neighbourhood-watch or other community based
	J	response organizations.
		Continue with updates and briefing with EOC personnel
		Declare a local state of emergency (if necessary)
		Respond to media inquiries regarding the outbreak
		Increase public information effort designed to keep ill
	5	persons at home
		If police, fire, ambulance mutual aid is overwhelmed, request assistance from the Provincial EOC
		Activate alternate care sites, as required, to respond to
		overwhelming caseload
		Ensure transportation available to those individuals
		unable to transport themselves to access treatment
		and/or immunization
		Determine availability of burial plots and assign staff/crews to assist local funeral homes with tasks
		associated with burial and/or cremation
		Continue with updates and briefing with EOC personnel
 		Continue with updates and offering with EOC personner
Po	ost Pandemic	Review, evaluate and assess impact of Municipal
(R	Recovery)	pandemic response
		Monitor and redistribute resources, as appropriate
Su	ibsequent 🗆	Receive notification from District MOH
	'ave(s) □	Notify Mayor and Council
		Activate or escalate activation of EOC as required

Annex 2 to Appendix D

Recovery Operations

The management of the recovery process must be flexible. There are some management approaches and practices; however, that are common to most emergencies. Typically, management of the recovery process will involve two separate, but interdependent, streams:

- management by each agency of its own programs
- coordination between agencies to ensure those services are integrated

An early response is essential to successful recovery management. Close liaison with the relevant response agencies and those affected is essential. Effective and regular liaison between the emergency management agencies at the planning stage will increase the likelihood of success at the time of the event.

The key objective for recovery operations is to provide necessary recovery measures and programs to affected individuals, families and the community as a whole, at the appropriate times, so that recovery takes place as quickly and effectively as possible.

Key Tasks

There are a number of key management tasks that may need to be undertaken in meeting this objective. These include:

- impact assessment
- resource management
- public information management
- withdrawal of services

Other issues related to these tasks from a recovery management perspective include the **allocation of tasks**, setting of priorities and ongoing monitoring of the recovery process.

Impact Assessment

One of the critical factors in the management of an effective recovery program is to gain early, accurate information about the impact of the event upon individuals and the community. To determine service, staffing, resource and general recovery requirements it is necessary to obtain an early but full assessment of the emergency and the needs of the community.

This will include information such as:

- the number, location and circumstances, including ethnicity, of affected people
- the extent to which essential services have been disrupted, etc.

Resource Management

Provincial/Territorial, regional/district and local recovery plans should provide details of agency responsibilities regarding the provision of resources for recovery management purposes. There are also a number of areas that may require specific attention from the recovery manager's point of view. These include staffing, the use of volunteers, donations management, to name a few.

Public Information Management

One of the key elements of emergency recovery is effective public information management. The media profile given to most emergencies, particularly those on a large scale, means that public and political interest in the recovery process will generally be high. In addition there is a need for adequate information to be provided to affected individuals regarding the effects of the event and the availability of recovery services. It is critical that regular and accurate information be provided regarding such things as the type and availability of recovery services, and any other relevant information. There is a range of mechanisms for providing information to the public. These may include local newsletters, press releases, use of the various electronic media and public meetings or forums.

Withdrawal of Services

One of the last significant tasks to be undertaken in any recovery management process is that of the withdrawal of services. While the emphasis of any recovery program should be on community involvement and self-management, the cessation of formalized support services from outside agencies will nevertheless be a critical time in the affected community's recovery.

Experience has shown that a gradual handover of responsibilities to local agencies and support services is most effective. It may also be timely for some sort of commemorative event to symbolize the end of the recovery program and the renewal of the community. This can be achieved through such events as tree planting ceremonies, street theatre, church services and a range of other activities that involve the entire community and give a positive focus to the end of the recovery program.

Federal/Provincial/Territorial Recovery Programs

Programs

Currently there is no specific program in place for this type of event at the Federal or Provincial level. Work is ongoing at the national level to develop a program to deal with this and other large (national) scale events. It will, however, be necessary for all jurisdictions to maintain as accurate financial records, as possible. Once a program has been approved details will be provided on the assistance available and on how to access federal or provincial funds.

Recovery Plan Checklist

Pandemic Influenza recovery plan should:
☐ develop and formalize arrangements for the effective management of the recovery process
☐ describe the organizational networks and structures appropriate to the event
involve all agencies with a role to play in the recovery process, including response agencies and volunteer groups
☐ only be detailed for specific functions, such as contact and resource listings
☐ be developed by all agencies responsible for providing specific services
☐ be based on normal management strategies
☐ identify responsibilities and tasks of key agencies
☐ set out appropriate resourcing arrangements
☐ outline recovery management structures including the setting of recovery priorities
☐ be as simple as possible
☐ be reviewed on a regular basis