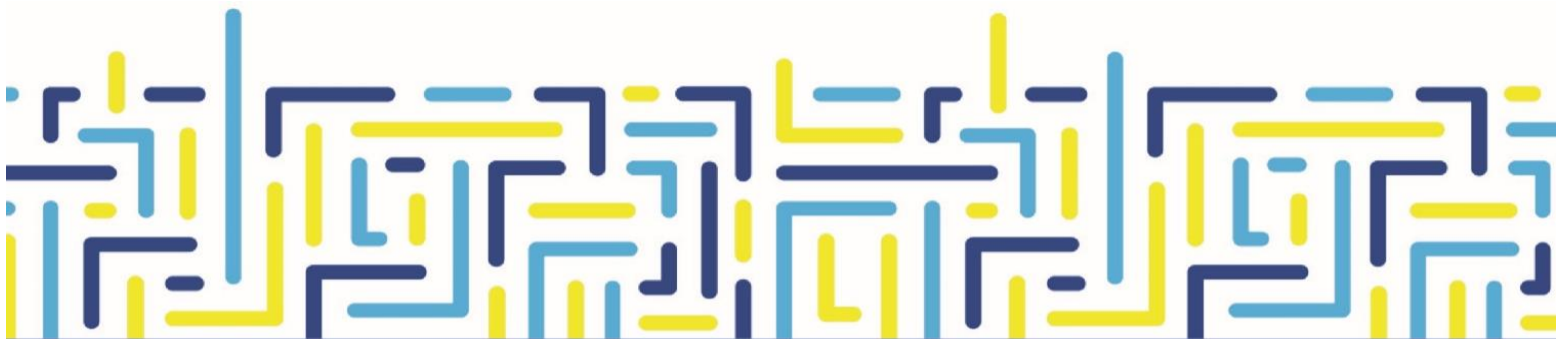CAN-ASC-5.1

Standard on Emergency Measures Public Review Draft

ASC LEGAL NOTICE – PUBLIC REVIEW DRAFT STANDARD

Note: This draft is under development and subject to change; it should not be used for reference purposes.

Please read this Legal Notice before using the draft standard document.

Legal Notice for Standards

The Canadian Accessibility Standards Development Organization (operating as "Accessibility Standards Canada") standards are developed through a consensus-based standards development process approved by the Standards Council of Canada. This process brings together volunteers representing varied viewpoints and interests to achieve consensus and develop standards.

Although Accessibility Standards Canada administers the process and establishes rules to promote fairness in achieving consensus, it does not independently test, evaluate or verify the content of the standards. During this process, Accessibility Standards Canada makes the draft standard available for comment, review, and approval.

Disclaimer and exclusion of liability

This is a draft document for the purpose of comment, review and approval only. This document is provided without any representations, warranties, or conditions of any kind, expressed or implied, including, without limitation, implied warranties or conditions concerning this document's fitness for a particular purpose or use, its merchantability, or its non-infringement of any third party's intellectual property rights. Accessibility Standards Canada does not warrant the accuracy, completeness or currency of any of the information published in this document. Accessibility Standards Canada makes no representations or warranties regarding this document's compliance with any applicable statute, rule, or regulation.

Intellectual property and ownership

As between Accessibility Standards Canada and users of this document (whether it be printed, electronic or alternate form), Accessibility Standards Canada is the owner, or the authorized licensee, of all copyright and moral

rights contained herein. Additionally, Accessibility Standards Canada is the owner of its official mark. Without limitation, the unauthorized use, modification, copying, or disclosure of this document may violate laws that protect Accessibility Standards Canada and / or others' intellectual property and may give rise to a right in Accessibility Standards Canada and / or others to seek legal redress for such use, modification, copying, or disclosure. To the extent permitted by licence or by law, Accessibility Standards Canada reserves all intellectual property and other rights in this document.

Patent rights

Some elements of this standard may be the subject of patent rights or pending patent applications. Accessibility Standards Canada shall not be held responsible for identifying any or all such patent rights. Users of this standard are expressly informed that determination of the existence and / or validity of any such patent rights is entirely their own responsibility.

Assignment of copyright

In this legal notice, a "comment" refers to all written or orally provided information, including all suggestions, that a user provides to Accessibility Standards Canada in relation to a standard and / or a draft standard. By providing a comment to Accessibility Standards Canada in relation to a standard and / or draft standard, the commenter grants to Accessibility Standards Canada and the Government of Canada a non-exclusive, royalty-free, perpetual, worldwide, and irrevocable licence to use, translate, reproduce, disclose, distribute, publish, modify, authorize to reproduce, communicate to the public by telecommunication, record, perform, or sublicense the comment, in whole or in part and in any form or medium, for revising the standard and/or draft standard, and/or for non-commercial purposes. By providing the comment, the commenter being the sole owner of the copyright or having the authority to license the copyright on behalf of their employer, confirms their ability to confer the licence and the commenter waives all associated moral rights, including, without limitation, all rights of attribution in respect of the comment. Where the provider of the

comment is not the comment's author, the provider confirms that a waiver of moral rights by the author has been made in favour of the provider or the comment's copyright owner. At the time of providing a comment, the commenter must declare and provide a citation for any and all intellectual property within the comment that is owned by a third party.

Authorized Uses of this document
This document, in all formats including alternate formats, is being provided by Accessibility Standards Canada for informational, educational and non-commercial use only. The users of this document are authorized to do only the following:
- Load this document onto a computer for the sole purpose of reviewing it;
- Search and browse this document;
- Print this document if it is in electronic format; and

Users shall not and shall not permit others to:

- Alter this document in any way or remove this Legal Notice from the attached standard;
- Sell this document without authorization from Accessibility Standards Canada; or
- Use this document to mislead any users of a product, process or service addressed by this standard.

If you do not agree with any of the terms and conditions contained in this Legal Notice, you must not load or use this document or make any copies of the contents hereof. Use of this document constitutes your acceptance of the terms and conditions of this Legal Notice.

Accessible Emergency Measures

Contents

0 Introduction

0.1 Overview

This Standard provides a framework and an approach to help reduce the impact of emergencies on persons with disabilities, or people who may become vulnerable in an emergency, and to contribute to more resilient communities. The Standard contains requirements and recommendations to assist organizations and communities in identifying people who are disabled, or who may be highly susceptible to the impact of emergencies, and how to engage them and support them in the preparation, response and recovery from events, disasters, and emergencies.

0.2 Background and Canadian Context

Canadians and people across the world have been seriously impacted by the COVID-19 pandemic and recent natural events such as wildfires, hurricanes, and flooding. The frequency, severity and cost of catastrophic events is increasing, along with the impacts of climate change. In addition to extreme weather events and health emergencies, hazards can also include human-caused such as an incident at a special event or cyber-attack, or technological such as those involving hazardous materials, infrastructure disruptions, and utility and power failures.

The federal, provincial, and territorial (FPT) governments have complementary roles in emergency management, and each jurisdiction has emergency management legislation. Emergency management in Canada is a shared responsibility where the provincial and territorial governments and local authorities and community members provide the first response to the vast majority of emergencies, particularly natural disasters. However, effective emergency management requires strengthened collaboration among all partners – all orders of government, private sector organizations, non-governmental organizations, and Indigenous communities.

The *Emergency Management Strategy for Canada: Toward a Resilient 2030* recognizes that the impact of emergencies is not uniform across society and that a variety of factors can contribute to the level of risk facing

people with disabilities and vulnerable or marginalized populations. However, there is a lack of pan-Canadian guidance and best practice with respect to emergency measures for people with disabilities and vulnerable populations.

This Standard represents a proactive approach to existing gaps in emergency measures and aims to provide guidance on the steps to take to enhance the availability and accessibility of supports for those most at-risk. This Standard complements existing national, provincial, territorial, and local policies.

0.3 Key Concepts

While we are all challenged during emergency situations, people with chronic health conditions, physical and/or cognitive disabilities, and/or older adults can be more vulnerable in emergencies, and some might have more difficulties than others coping when emergencies happen. People who are at greatest risk (those with disabilities and who are vulnerable) may become less able to anticipate, cope with, resist, or recover from the impacts of an emergency and may require individual and/or prioritized support.

It is important to note that an individual is not defined as vulnerable by the nature of their vulnerability, but by their personal circumstances at the time of the emergency and this can vary in different environmental, political, cultural, and social contexts. A person's vulnerability to an emergency is influenced by many factors, such as: age, health, physical and /or cognitive abilities, domestic relationships, economic security, social support, language, etc. Additionally, circumstances are constantly changing which coincides with individuals' level of vulnerability, even to the same emergency or event; hence, the extent to which we can prepare for, cope with, and recover from emergencies can also change. Notably, during emergencies support systems and/or structures that exist for persons with disabilities and vulnerable persons may be fractured and unavailable.

It is important to understand and implement best practices for recognizing and including persons with disabilities and/or vulnerable persons in all

phases of emergency preparedness, response, and recovery. This highlights the need for emergency services, businesses, and community sector organizations to tailor and coordinate how they work with people most at risk. However, there is little guidance on how to recognize the individuals who are disabled and/or vulnerable in different emergency situations and how to support them.

This Standard emphasizes capacity building and community resilience. It recognizes that persons with disabilities and vulnerable persons and their representatives are key stakeholders and planning partners. It considers the preparatory measures for involving this community in decisions made about providing assistance before, during and after an emergency, the planning required to engage persons with disabilities and vulnerable persons and their representatives, and the ways in which including them will contribute to their personal safety, wellbeing and resilience and help to increase understanding about the disabled community and their vulnerabilities.

1 Scope

This document provides technical requirements and recommendations on how to create accessible emergency measures for people in vulnerable situations, with a focus on persons with disabilities. It covers the following topics:

a) general considerations for emergency management program development;

b) general considerations for people with disabilities and people who may be vulnerable in emergency situations;

c) pre-incident emergency planning and emergency plans;

d) hazard identification and risk assessment of hazards, as well as hazard prevention and mitigation;

e) incident management and post-incident recovery;

f) public warning systems;

g) public information and communication; and

h) program monitoring and review.

This Standard is intended for use by federal organizations and federally regulated employers to support the development of emergency measures that take an inclusive and accessible approach.

This Standard will also provide comprehensive guidance to other organizations and stakeholders interested in the development of accessible emergency plans, including community groups, non-governmental organizations, industry, researchers, other government agencies and businesses.

2 Referenced publications

This Standard refers to the following publications, and where such reference is made, it shall be to the edition listed below, including all amendments published thereto.

National standards

CSA Z1600-2017– Emergency and continuity management program

International standards

ISO 22300:2021 – Security and resilience – Vocabulary

ISO 22329:2021 – Security and resilience – Emergency management – Guidelines for the use of social media in emergencies

ISO 22320:2018 – Security and resilience – Emergency management – Guidelines for Incident Management

ISO 22395:2018 – Community resilience – Guidelines for supporting vulnerable persons in an emergency

ISO 22322:2015 – Societal security – Emergency management – Guidelines for public warning

ISO 22324:2015 – Societal security – Emergency management – Guidelines for colour-coded alerts

ISO 22393: 2023 – Security and resilience — Community resilience — Guidelines for planning recovery and renewal

3 Definitions

After-action review – structured review or debriefing process for analyzing an event, capturing lessons learned and identifying opportunities for improvement.

(Source: ISO 41018)

Continuity of Operations – capability to continue essential program functions and to preserve essential processes and functions, positions, lines of succession, applications and records, communications, and facilities across a broad range of potential emergencies/disasters.

(Source: NFPA 1600)

Crisis Management - ability of an organization to manage incidents that have the potential to cause significant security, financial, or reputational impacts.

Disaster – severe and prolonged emergency that threatens life, property, the environment, and/or critical systems.

Emergency – incident or set of incidents that requires responsive actions to protect life, property, the environment, and/or critical systems.

Emergency Management – ongoing process to prevent, mitigate, prepare for, respond to, maintain continuity during, and to recover from, an incident that threatens life, property, operations, information, or the environment.

Emergency Management Program – system that provides for management and coordination of prevention, mitigation, preparedness, response, recovery and risk assessment activities for all hazards. The system encompasses all organizations, agencies, departments, and individuals having responsibilities for these activities.

Evacuation – organized, phased, and supervised movement of people, animals, and/or materials from dangerous or potentially dangerous areas to places of safety.

Hazard – potentially damaging physical event or phenomenon, that could cause the loss of life or injury, property damage, social or economic disruption, or environmental degradation.

Mitigation – actions taken pro-actively to reduce the risks and impacts posed by incidents.

Organization – person or group of people that has its own functions with responsibilities, authorities and relationships to achieve its objectives

Note 1 to entry: The concept of organization includes, but is not limited to, sole-trader, company, corporation, firm, enterprise, authority, partnership, charity or institution, or part or combination thereof, whether incorporated or not, public or private.

(Source: ISO 22300)

Preparedness – measures taken in advance of an incident to ensure an effective response and recovery.

Prevention – measures that enable an organization to avoid, preclude or limit the impact of an undesirable event or potential disruption.

Recovery – restoration and improvement, where appropriate, of operations, facilities, livelihoods or living conditions of affected organizations, including efforts to reduce risk factors.

Risk Assessment – overall process of risk identification, risk analysis and risk evaluation.

Note 1 to entry: Risk assessment involves the process of identifying internal and external threats and vulnerabilities, identifying the likelihood and impact of an event arising from such threats or vulnerabilities, defining critical functions necessary to continue the organization's operations, defining the controls in place necessary to reduce exposure, and evaluating the cost of such controls.

(Source: ISO 22300)

Vulnerable Person – individual who might be less able to anticipate, cope with, resist or recover from the impacts of an emergency.

(Source: ISO 22395)

4 General considerations

4.1 Emergency measures – General

Given the increased probability of emergencies, there has been a shift in approaching emergencies from a focus on post-impact activities to a more systematic and phased approach to conceive, plan, implement, assess, and improve emergency measures. A key element of this process is the integration of the specific needs of persons with disabilities and persons who may be vulnerable in emergencies. The requirements and complexities of organizations vary considerably, and while each emergency

management program will be unique, based on specific needs and resources of the organization, common approaches and principles should guide the development and implementation of the program. This Section provides general guidance on the key components of emergency management programs and highlights how these processes can be more inclusive for all Canadians.

Emergency management is based on four interdependent functions. These include:

1. Prevention and Mitigation – to reduce risk;
2. Preparedness – operational readiness and coordinated approach;
3. Response – integrated response in accordance with strategic priorities; and
4. Recovery – restored/continuity operations.

The development of an emergency management program covering these functions should address all hazards and should follow a standardized approach that covers how personnel, facilities, equipment, procedures can be coordinated within a common organized structure. Key elements of an emergency management program include:

a) program management (leadership, administration, resources);
b) planning (hazard identification, risk assessment, stakeholder engagement);
c) implementation (incident management, communications, recovery);
d) program monitoring and review.
(See section 4.3 for a model of the overall program structure)

Note: There are a number of standards, guidelines and training programs that provide detailed requirements and guidance on emergency and incident management systems, such as CSA Z1600, *Emergency and continuity management program.* (See Referenced Publications and Bibliography for more information on these resources).

4.2 Being inclusive – Key principles

As part of the emergency management program, the organization should work to incorporate strategies to support emergency measures which are inclusive for persons with disabilities and persons who may become vulnerable in an emergency. While each organization and emergency can require specific actions to achieve an inclusive approach, the following general principles should guide the activities.

a) use a person-centric approach – persons with disabilities, vulnerable persons and their caregivers or representatives are experts in their own lives and overcoming challenges and should actively participate in the planning and decision-making processes (5.3,6.3.3,10);

b) identify persons with disabilities and vulnerable persons to develop and provide tailored support (5.2);

c) share information and collaborate – work in collaboration with other organizations and agencies to understand needs of persons who may become vulnerable and develop place-based plans (5.3, 6.3,8.2.1);

d) define responsibilities and provide resources – emergency preparedness and response calls on both organizations and individuals to share responsibility in building resilience to emergencies, but individuals and organizations need resources to help them contribute within their capabilities (6.2,10, Annex B);

e) communicate effectively – identify effective means of communicating accessible, trusted, real-time emergency information and warnings (8.4);

f) enhance data collection procedures – collect demographic data to better understand the support needs of those persons at greater risk and to provide more tailored supports (e.g., service animals, mobility aids, medication management, technology equipment, etc.) (5.3); and

g) encourage and support training and education for personnel involved in incident management activities about the needs of persons with disabilities and aspects of vulnerability (5.3, 10).

4.3 Program model
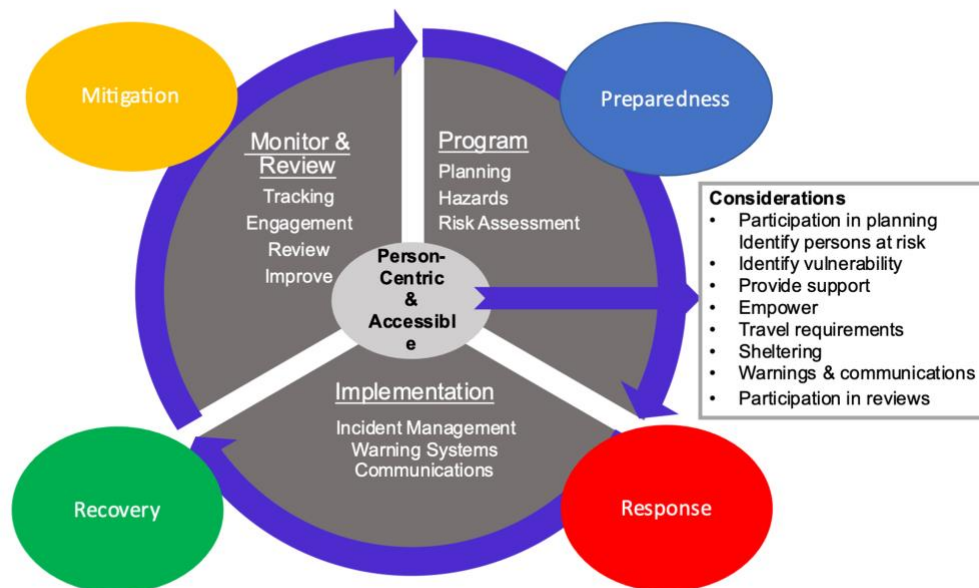
5 Pre-planning – General considerations for persons with disabilities and vulnerable persons

5.1 General

The general aspects to be addressed when considering vulnerable persons in an emergency are:

a) identifying types of vulnerabilities (5.2);

b) identifying vulnerable persons (5.3);

c) identifying how vulnerable persons could assist others (5.4); and

d) establishing information sharing arrangements (5.5).

Note: For the purposes of this Standard, the term "vulnerable persons" has been used to include persons with disabilities and other persons who may be at greater risk during an emergency. As part of achieving the principle of leaving no one behind, it is important to identify and measure the factors that marginalize people and push them behind. Structural marginalization puts people at disproportionate health, social, and economic risks during an emergency. While the term vulnerable persons is widely used in emergency management, the concept of persons marginalized by structures or systems is increasingly being used by researchers and practitioners and would apply to the guidance in this Standard.

5.2 Identifying vulnerable persons

The organization should

a) analyze how the impacts of an emergency might cause individuals to be vulnerable;

b) develop and implement a process to identify the number of vulnerable persons and places where they might be (e.g., schools, workplaces, health care facilities, long term care facilities and other congregate housing, naturally occurring retirement communities (NORCS), supportive housing for homeless, etc.); this process should acknowledge the changing nature of vulnerabilities and emergencies and be regularly updated, especially when major changes occur in the demographic;

c) identify and prioritize vulnerable persons using databases from service providers (see Annex A);

d) provide a system that allows vulnerable persons and their caregivers or care providers to voluntarily register before an emergency (See Annex A);

e) identify contact points with vulnerable persons before an emergency as part of a communication strategy (See 8.4.4);

f) assess the number of individuals who might be vulnerable to different emergencies;

g) assess the number of vulnerable persons who might benefit from particular types of support;

h) assess the number of vulnerable persons who have prepared for an emergency and the types of preparations they have made; and

i) recognize that not all vulnerable persons will require assistance.

5.3 Identifying vulnerabilities

The organization should

a) identify the contributing factors that make some individuals vulnerable to an emergency (e.g., physical, mental, emotional, cognitive, cultural, ethnicity, religion, marginalized status, language, location, socioeconomic status, age, gender);

b) determine the different kinds of vulnerabilities that exist and are relevant in an emergency;

c) identify how these causes impact on the interaction between vulnerable persons and the emergency (e.g., the consequences of slower reaction times);

d) determine the types of support that vulnerable persons might benefit from before, during and after an emergency;

e) identify the reasons why some vulnerable persons prepare for an emergency and why others don't prepare;

f) find out the questions that vulnerable persons have that could aid their preparation, response, and recovery from an emergency;

g) establish the challenges and opportunities that vulnerable persons face to aid their preparation for, response to, and recovery from an emergency;

h) identify how vulnerable persons might react to an emergency (e.g., whether they will follow instructions from officials); and

i) assess the impacts of different methods of communication on vulnerable persons.

The process of identifying vulnerable persons should:

a) analyze information about individuals using population-level information to gain a broader understanding of vulnerable persons;

b) include difficult-to-reach and marginalized groups that involve vulnerable persons, such as those whose interests are not well represented in decision-making structures;

c) engage persons with lived experience and their caregivers/care providers or representatives, community groups, local authorities, and other organizations in the planning for an emergency;

d) recognize that the vulnerability of individuals can change over time and that vulnerable persons might overestimate their own capabilities and so might not have an accurate estimate of their ability to respond;

e) recognize that caregivers and care providers might support vulnerable persons and need assistance to do this during an emergency;

f) learn from past emergencies and where vulnerable persons were located; and

g) recognize the differences between vulnerable persons who live in remote, rural, urban, transient populations, and Indigenous communities.

5.4 Identifying how vulnerable persons can assist others

The organization should:

a) determine how vulnerable persons can assist other people who are affected by the emergency;

b) identify opportunities for vulnerable persons who want to provide assistance to others; and

c) support vulnerable persons as they provide assistance to ensure their own stresses are recognized.

Note: For further guidance on planning the involvement of spontaneous volunteers in incident response and recovery, see ISO 22319.

5.5 Providing support for vulnerable persons in an emergency

Practical actions to support vulnerable persons and their caregivers or care providers either before, during or after an emergency include:

a) providing practical support to vulnerable persons (5.5.1);

b) providing physiological support to vulnerable persons (5.5.2);

c) providing psychosocial support to vulnerable persons (5.5.3);

d) offering practical support to travel away from the affected area (5.5.4); and

e) determining sheltering needs for vulnerable persons (5.5.5).

5.5.1 Providing practical support to vulnerable persons

The organization should use the findings of their research (see 5.2 and 5.3) to identify the practical support needs of vulnerable persons and their caregivers or care providers before, during and after an emergency, to:

a) identify the longer time frame needed when vulnerable persons are involved;

b) identify the additional needs of vulnerable persons on resettling;

c) consider the mechanism through which to deliver practical support, for example:

    i. establish relationships with public and private sectors, non-governmental organizations, and local charities;

    ii. facilitate community-based networks to support vulnerable persons (e.g., phone chains or social media groups to disseminate the warning message);

    iii. facilitate clubs and societies that have interest in emergencies (e.g., Neighbourhood Watch); and

    iv. pair a volunteer (e.g., carer) with a vulnerable person who would benefit from support;

d) identify strategies or additional resources to involve difficult-to-reach or marginalized groups; and

e) assess the availability of resources to vulnerable persons (e.g., human, technical and financial resources).

5.5.2 Providing physiological support to vulnerable persons

The organization should:

a) identify the physiological needs that vulnerable persons have before, during and after an emergency;

b) provide shelter against environmental conditions to ensure survival; and

c) provide physiological support to reduce the stress on vulnerable persons and their caregivers or care providers before, during and after an emergency, including;

    i.   basic physical comfort suitable for persons with different needs (e.g., glasses, chairs and beds to sit and sleep in, and special cushions to prevent life-threatening pressure sores, noting that persons with physical disabilities might need more space and privacy);

    ii.   toilets and a need for a range of flexible toileting provisions as well as items such as commodes, incontinence pads, raised toilet seats and hoists;

    iii.   access to medications and health support for vulnerable persons (individuals or groups) with complex health needs;

    iv.   security of controlled medications;

    v.   mobility aids (e.g., walking aids, wheelchairs);

    vi.   caregivers or care providers who are trained in supporting vulnerable persons (e.g., specialist lifting, toileting persons who are immobile);

    vii.   supplies for the management of medical conditions (e.g., anti-convulsive medications for epilepsy, eye drops, diabetes supplies, complex dietary needs such as avoiding foods with certain ingredients or colours);

    viii.   provision for service animals;

    ix.   technology support (e.g., access to computers, internet connections, provisions for hearing aids such as chargers and batteries, etc.); and

    x.   accommodation support (e.g., returning to previous accommodation or moving into new housing).

5.5.3 Providing psychosocial support to vulnerable persons

The organization should

a) identify the psychosocial needs that vulnerable persons might have before, during and after an emergency;

b) provide psychosocial support to reduce the stressors from the emergency on vulnerable persons and their carers, including;

    i.   information on how to maintain their psychosocial well-being;

    ii. comfort from someone to listen and to share concerns with;

    iii. caregivers or care providers who are trained in supporting vulnerable persons (e.g., calming someone with a mental health condition);

    iv. ways of contacting relatives or close friends to lower the stress on the vulnerable person;

    v.   allowing access to personal items that persons need for comfort (e.g., mobile phone, computers and internet access, money, shoes, sentimental items, TV, keys);

    vi. provision for animals to reduce anxiety about pets, and

    vii. considering ways to not exacerbate the stress experienced by vulnerable persons (e.g., the need for animal-free shelters and providing quiet spaces), and

c) provide ongoing support for vulnerable persons when they move into new or previous accommodation.

5.5.4 Offering support to travel away from an affected area

The organization should:

a) identify how vulnerable persons usually travel around their area when there is no emergency;

b) assess whether those means of travel will be available during different types of emergencies;

c) consider what alternatives might be available during an emergency (e.g., taxi companies might not be operational if the taxi drivers are attending to their own families);

d) determine the number of vulnerable persons who will need evacuation transportation;

e) provide information on publicly available transportation during an emergency, including;

    i. easily accessible central meeting points to board evacuation transportation;

    ii. how persons with physical limitations can get to a central meeting point;

    iii. how persons with physical limitations will be assisted (e.g., to ascend the high steps onto a vehicle); and

    iv. where the transportation will take them to, especially if they have options that will take them closer to friends/relatives that they could eventually go to stay with; and

f) give information on what to do with domestic pets and other animals before, during and after an emergency (e.g., how these should be transported or protected).

5.5.5 Determining emergency sheltering needs for vulnerable persons

The organization should:

a) consider the willingness of vulnerable persons to move to an emergency shelter;

b) identify the expectations and needs of vulnerable persons who intend to use emergency shelters;

c) provide sufficient shelter places for vulnerable persons and their caregivers or care providers;

d) develop a plan to provide appropriate levels of support to vulnerable persons in shelters;

e) determine the expectations of vulnerable persons who do not intend to use emergency shelters and consider the potential to provide support;

f) consider what support vulnerable persons might need if they shelter-in-place; and

g) determine what support is needed for vulnerable persons to leave the shelter and go to new or previous accommodation.

6 Program planning

6.1 Planning

The organization shall establish a planning process to develop, implement, evaluate, and maintain its emergency and continuity management program.

The planning process shall result in the development and documentation of a single plan or multiple coordinated plans, including considerations for crisis management.

The organization shall engage in the planning process on a regular scheduled basis, or when the situation has changed in such a way that the existing plan(s) are put into question.

The organization shall include key stakeholders in the planning process where applicable.

6.2 Emergency plan requirements

The organization shall establish plans that include a stated purpose, scope, and objectives.

Plans shall identify and assign the organization's internal:

 a) functional roles and responsibilities;

 b) lines of Authority; and,

 c) designated alternatives.

Plans shall identify external organizations with mutually agreed-to:

 a) functional roles and responsibilities; and,

 b) lines of authority.

Plans shall identify logistics support and resource requirements.

Plans shall identify the process for managing the communication and flow of information, both internally and externally.

The organization shall make appropriate sections of the plans available to those individuals or teams assigned specific tasks and responsibilities therein, and to other stakeholders as required.

The organization's plans shall identify the process for maintenance.

6.3 Emergency program advisory committees

6.3.1 Advisory committee establishment

A program committee should be established by the organization.

6.3.2 Strategic input

The advisory committee should provide input or assist in the coordination of the preparation, development, implementation, evaluation, and maintenance of the program.

6.3.3 Advisory committee membership

The program committee should include the program coordinator and others who have expertise, knowledge of the organization, and the capability to identify resources from all key functional areas within the organization and from applicable external organizations. The advisory committee should invite external expertise as deemed necessary. People with lived expertise or their representatives should be invited to participate in this planning process.

6.4 Laws and authorities

The Emergency Management Program's authorities and responsibilities are established and executed in accordance with applicable statutes, regulations, directives, or policies.

The Emergency Management Program has a process for identifying and addressing proposed legislative and regulatory changes.

6.5 Financing and resources

The organization should administer and manage resources by:

a) identifying and quantifying required resources,

b) ordering, tracking, and distributing resources, and

c) establishing resource demobilization procedures.

7 Hazard identification, risk assessment, prevention, and mitigation

7.1 Hazards

Hazards to be evaluated should include, but not limited to, the following:

a) geological;

    i.   earthquake;

    ii.   landslide, mudslide, subsidence;

    iii.   tsunami; and

    iv.   volcano.

b) meteorological;

    i.   drought;

    ii.   extreme temperatures (hot, cold);

    iii.   famine;

    iv.   flood, flash flood, seiche, tidal surge;

    v.   geomagnetic storms;

    vi.   lightning;

    vii.   snow, ice, hail, sleet, avalanche;

    viii.   wildland fire; and

    ix.   windstorm.

c) biological;

    i.   food-borne illnesses; and

    ii.   infections/communicable/pandemic diseases.

d) accidental human-caused:

    i.   building/structure collapse;

    ii.   entrapment;

    iii.   explosion/fire;

    iv.   fuel/resource shortage;

    v.   chemical sources;

vi.   hazard material spill or release;

vii.   equipment failure;

viii.   nuclear reactor incident;

ix.   radiological incident;

x.   transportation incident;

xi.   unavailability of essential employee(s);

xii.   water control structure failure; and

xiii. misinformation.

e) intentional human-caused:

i.   incendiary fire;

ii.   bomb threat;

iii.   demonstrations/civil disturbance /riot/insurrection;

iv.   discrimination/harassment;

v.   disinformation (rumours/false allegations, or accusations);

vi.   kidnapping/hostage/extortion;

vii.   geopolitical risks including acts of war, change in government, and political instability;

viii. missing person;

ix.   cyber security incidents;

x.   product defect or contamination;

xi.   robbery/theft (including identity theft) /fraud;

xii.   strike or labour dispute;

xiii. suspicious package;

xiv. terrorism;

xv.   vandalism/sabotage;

xvi.   workplace/school/university/public spaces violence; and

xvii.   supply chain constraint or failure.

f)   technological

    i.   hardware, software, and network connectivity interruption, disruption, or failure; and

    ii.   utility interruption, disruption, or failure.

g)   economic/financial:

    i.   foreign currency exchange rate change;

    ii.   economic recession;

    iii.   boycott; and

    iv.   theft/fraud/malfeasance/impropriety/scandal involving currency, monetary instruments, goods, and intellectual property.

h)   strategic:

    i.   loss of senior executives; and

    ii.   failed acquisition/strategic initiative; and

i)   humanitarian issues.

7.2 Risk assessment

Organizations shall conduct a risk assessment.

The organization shall identify hazards and monitor those hazards and the likelihood and severity of their occurrence over time.

The vulnerability of people, property, operations, the environment, the organization, and the supply chain operations shall be identified, evaluated,

and monitored.

The organization shall conduct an analysis of the impact of the hazards identified on the following:

 a) health and safety of persons in the affected area;

 b) health and safety of personnel responding to the incident;

 c) security of information;

 d) continuity of information;

 e) continuity of government;

 f) property, facilities, assets, and critical infrastructure;

 g) delivery of the organization's services;

 h) supply chain;

 i) environment;

 j) economic and financial considerations;

 k) legislated, regulatory, and contractual obligations;

 l) brand, image, and reputation;

 m) work and labour arrangements;

 n) equitable access to all of the above inclusive of those outlined in 5.3.

7.3 Hazard mitigation

The organization shall develop a strategy to help to prevent an incident that threatens life, property, information, and the environment.

The mitigation strategy shall be based on the result of hazard identification and risk assessment, an analysis of the impacts, program constraints, operational experience, and cost-benefit analysis.

The mitigation strategy shall include interim and long-term actions to reduce vulnerabilities.

7.4 Hazard prevention

The organization shall develop a strategy to prevent an incident that threatens life, property, operations, information, and the environment.

The prevention strategy shall be kept current using information collection and intelligence techniques.

The prevention strategy shall be based on the results of hazard identification and risk assessment, an analysis of impacts, program constraints, operational experience, and a cost-benefit analysis.

8 Implementation

8.1 General

Based on the information collected during the planning process and the results of the hazard identification and risk assessment, the organization shall implement prevention and mitigation strategies and plans. A key element of the implementation phase is the development of incident management plan(s) to direct, control, and coordinate response, continuity, and recovery activities for the specific emergency. Communications and warnings are also included in this phase.

8.2 Incident management

Incident management should consider a combination of facilities, equipment, chemical sensitivities, personnel, organizational structure, procedures, and communications.

Incident management is predicated on the understanding that with all incidents there are certain management functions that should be carried out regardless of the number of people who are available or involved in the responding to the incident.

The organization should implement incident management, including:

a) an incident management process, and

b) an incident management structure, which identifies incident management roles and responsibilities, tasks, and the allocation of resources.

The organization should document the incident management process and structure.

8.2.1 Incident management process general considerations

The incident management process is based on objectives which are developed by gathering and proactively sharing information in order to assess the situation and identify contingencies.

The organization should engage in planning activities as part of preparedness and response, which consider the following:

a) safety;

b) incident management objectives;

c) information about the situation;

d) monitoring and assessing the situation;

e) planning function which determines an incident action plan with roles and responsibilities;

f) allocating, tracking, and releasing resources;

g) communications;

h) relationships with other organizations, common operational picture;

i) demobilization and termination; and

j) documentation guidelines.

The organization should establish an incident management process that is ongoing and includes the following activities:

a) observation;

b) information gathering, processing, and sharing;

c) assessment of the situation, including forecasting;

d) planning;

e) decision-making and the communication of the decisions taken;

f) implementation of decisions; and

g) feedback gathering and control measures.

8.2.2 Different perspectives

The organization should strive to understand other perspectives such as:

a) within and outside the organization;

b) various response scenarios;

c) differing needs;

d) various required actions; and

e) different organizational cultures and objectives.

8.2.3 Understanding the importance of time

The organization should

a) anticipate cascading effects;

b) coordinate with other organizations' timelines;

c) assess and account for the impact of different timelines; and

d) modify its timeline accordingly.

The organization should anticipate how the incident will develop and short- and long-term effects. This includes anticipating:

a) risks of unmet needs;

b) when different needs will arise; and

c) how long it takes to meet these needs.

8.2.4 Being proactive

The organization should take the initiative to:

a) assess risks and align with other organizations to increase response effectiveness; and

b) use resources effectively based on current and emerging needs.

8.2.5 Incident management operations

All organizations should implement an incident management structure to carry out the tasks relevant to the incident objectives.

An incident management structure should include the following basic functions:

a) Lead: authority and control of the incident; incident management objectives structure and responsibilities; ordering and release of resources.

b) Planning: collection, evaluation and timely sharing of incident information and intelligence; status reports including assigned resources and staffing; development and documentation of incident action plan; information gathering, sharing and documentation.

c) Operations: tactical objectives; hazard reduction; protection of people, property, and environment; control of incident and transition to recovery phase.

d) Logistics: incident support and resources; facilities, transportation, supplies, equipment maintenance, fuel, food service and medical services for incident personnel; communications and information technology support.

e) Finance and administration: compensation and claims; procurement; costs and time. (Depending on the scale of an incident, a separate financial and administrative function may not be necessary.)

Planning, operations, logistics and finance and administration should be considered for each level of incident management, e.g., sections and subsections of the whole incident management system.

The organization should define and document the minimum staffing requirements to immediately initiate and continuously maintain the organization's incident management.

8.2.6 Incident management evaluation

The organization should create an after- action review after each incident for follow-up on lessons learned for inclusion in future planning processes and implementation.

8.3 Warning systems

8.3.1 General

The organization should establish, document, implement, maintain, and continually improve a public warning system.

The organization should assess the potential hazards that could occur within a defined area and the level of potential risk each presents. The results of this assessment should determine the type of public warning that may be required and be documented for future reference. The public warning system developed by the organization should:

a) comply with applicable and other obligatory requirements;

b) provide the framework for setting and reviewing public warning objectives;

c) be documented, implemented, and maintained;

d) be provided in appropriate languages;

e) have the human and technical resources to plan, implement, maintain, and improve the public warning system;

f) be communicated to all persons working for or on behalf of the organization;

g) provide suitable training for responders;

h) be available and communicated to the public generally and especially to the people at potential risk (e.g., sounds and hues should be considered);

i) involve appropriate consultation with community representatives or bodies concerned with public interests; and

j) include a commitment to continual improvement.

8.3.2 Warning system decision making

The organization shall implement and maintain capability to provide emergency information including:

a) central point of contact for the social and designated media resources;

b) procedures to gather, monitor, and disseminate emergency information;

c) procedures to coordinate and approve information for release;

d) procedures to communicate with specific needs populations;

e) pre-scripted information bulletins; and

f) protective action guidelines/recommendations.

8.3.3 Information dissemination

The warning dissemination function should:

a) assess the information received from the hazard monitoring function to determine the risk level within the area of risk;

b) implement processes which minimize the delay between the receipt of the information and the warning activation;

c) assess their local risk in accordance with the criteria for notification, an alert, and an all clear; and

d) evaluate and update the criteria on a regular basis.

The warning dissemination is responsible for the following:

a) promptly activating procedures for dissemination public warnings;

b) transforming evidence-based information into notification and alert messages;

c) specifying procedures for disseminating warning messages;

d) considering information needs of the people at risk and the diverse range of persons with disabilities and vulnerable persons;

e) coordinating with other organizations accountable for public warning;

f) promptly disseminating public warnings.

The warning dissemination should be delivered/conveyed:

a) by a person designated by the organization;

b) an individual trained in communications and public relations.

8.3.4 Identifying areas to receive warnings

The warning dissemination function should:

a) assess the information received from the hazard monitoring function to determine the risk level within the area of risk;

b) implement processes which minimize the delay between the receipt of the information and warning activation;

c) assess their local risks in accordance with the criteria for a notification, an alert, and an all clear; and

d) evaluate and update the criteria on a regular basis.

8.3.5 Warning information content

The warning dissemination function should specify the information content considering the following:

    a) who should issue the public warning;

    b) who should receive the information;

    c) when is the public warning to be issued;

    d) who is expected to take action and why is the action required;

    e) what action is expected and when;

    f) what to expect as the situation develops;

    g) how the people at risk can access additional information.

Public warnings should consist of alert and notification.

8.3.6 Alert information

The purpose of an alert is to attract the attention of people in a developing emergency situation by stimulating the auditory, visual, and tactile senses

so that they will take appropriate safety actions and seek additional information.

The warning dissemination function should ensure that the alert gains maximum attention considering the characteristics and conditions of the people at risk including the requirements of vulnerable groups.

8.3.7 Human factors considerations

Human factors take into account the ability of the people at risk, particularly those with disabilities, to receive and understand public warning messages.

Public warning should consider the human factors that influence the effectiveness of safety actions to be taken by people at risk. It should ensure equal access to warning information and alerts and that the information received is understandable so that people at risk including those with diverse social and cultural needs can respond as expected and take the appropriate action.

8.3.8 Warning system evaluation

The organization should evaluate the performance of hazard monitoring and warning dissemination functions on a regular basis. The findings from the evaluation should be used to identify potential improvements.

Evaluation processes should be conducted at regular intervals not exceeding three years.

The warning dissemination function should evaluate the content and timeliness of notifications and alerts inclusive of what is outlined in section 8.3.5, as well as the choice of communication channels.

Evaluation processes should be activated whenever the people at risk have not taken the expected safety actions.

8.4 Public Information and Communication

8.4.1 General

When communicating with persons with disabilities and vulnerable persons, the organization should consider their abilities and needs as well as the potential impact of the emergency on them. The organization should provide information to the individuals and those who work with them.

The communication plan should include:

a) communicating information to vulnerable persons before, during and after an emergency;

b) understanding the limitations of different media and communication channels in communicating with vulnerable persons;

c) providing awareness, skills, and knowledge on how to work with vulnerable persons;

d) making vulnerable persons aware of preparations made by the organization;

e) providing information on how vulnerable persons can prepare themselves; and

f) providing information during an emergency on how vulnerable persons can respond.

8.4.2 Considerations for persons with disabilities and vulnerable persons

In preparing for an emergency, the organization should:

a) make vulnerable persons aware of the preparations made by the organization in their area and the essential services that will be available to them before, during and after an emergency;

b) communicate the arrangements in place for vulnerable persons to identify themselves to the organization; and

c) ensure there are opportunities for vulnerable persons and groups that represent them to provide input to the preparations made by the organization.

8.4.3 Communications prior to an emergency

The organization should communicate information to persons with disabilities and vulnerable persons in advance of an emergency, including:

a) advice on personal safety;

b) how to prepare themselves, their property and their possessions for an emergency, including;

    i. where and how to source information, assistance and reassurance;

    ii. what information to seek before, during and after an emergency (e.g., suitable evacuation routes and evacuation procedures, shelter-in-place instructions); and

    iii. possible short-term changes and other resources required to permit them to remain in their property; and

c) how to prepare themselves to support others, including supporting neighbours and considering the contributions they might wish to make to the response or recovery.

(See Annex B for more recommendations on preparedness)

8.4.4 Communications during an emergency

The organization should follow the plan to provide regular and timely information to vulnerable persons during the emergency, including:

a) official advice for what vulnerable persons need to do;

b) expected duration away from their house, as this will affect how they prepare the property and what they pack to take with them;

c) routes to places of safety;

d) information on how vulnerable persons ought to react to the warning message (e.g., whether to pass it on to other people, and understanding what the barriers are to this);

e) the severity level associated with the emergency;

f) where vulnerable persons can get essential resources (e.g., water, "take home" resources, information);

g) the availability and accessibility of evacuation transport; and

h) shelter-in-place instructions and resources.

8.4.5 Social media messaging

With increasing digitalization, a growing number of social media platforms and channels are available, and the selection and popularity of these are continually changing. Social media can facilitate effective communication during an emergency but can also lead to misinformation.

The organization should consider the role of social media in the context of its overall communications strategy, including crisis communication, and how the social media strategy is implemented in the organization. If social media is used as one of the communication channels, the organization should also provide alternative methods for those who do not have access to social media during an emergency.

8.4.6 Communication limitations

The organization should

a) identify the effectiveness of different channels to communicate with different types of vulnerable persons and places where groups of vulnerable persons might be;

b) consider how information is communicated to vulnerable persons in the most appropriate and effective ways that respect the causes of their vulnerability (e.g., written form, face-to-face, visual video recordings, use of alternative communication aids (e.g., alphabet boards), accessibility, representation);

c) develop means of communication to be used before and during different types of emergencies (e.g., leaflets, fridge magnets, sirens, website, social media, radio, TV, signage); and

d) consider the limitation of an automated telephone warning message for vulnerable persons, for example,

    i.   consider how long it might take a person with reduced mobility to pick up the telephone, in order to ensure sufficient time is given before the dialling is cut off;

    ii.   decide whether the vulnerable person would be called back if they did not answer the first call; and

    iii.   enable the vulnerable person to replay the telephone message as they listen to it in case they do not understand it the first time.

9 Post-incident response and mitigation

9.1 Recovery

The organization should develop strategies to recover to a defined acceptable operational level. The most significant barriers to recovery for persons with disabilities and vulnerable persons include housing, transportation, employment, physical and mental health and accessing recovery services.

During this phase the organization should collect and use data on population demographics and vulnerabilities to consider who needs what support and when. This will ensure that recovery of the most vulnerable people can be supported, and that recovery will be better aligned to the needs of those most in need.

In some situations, recovery can be a slow process and can require a period of living with temporary arrangements. Organizations should seek to ensure that the needs of persons with disabilities are considered in the planning, design or assignment of temporary post-disaster shelter and other services, which must be accessible and functional according to their needs.

9.2 Recovery impact assessment

The organization should conduct an assessment of impacts and needs for recovery. This process is an evaluation of the impacts of the emergency, and the wider needs of, people, places, and processes. The impact assessment should consider impacts across the following domains:

a) community (e.g., vulnerable persons, community participation, social services, culture);

b) economic (e.g., business continuity, financing);

c) infrastructure (e.g., energy, transportation, telecommunications, construction);

d) environment (e.g., environmental health, climate change, sustainability);

e) health and safety (e.g., healthcare, public health, workplace and public safety);

f) governance (e.g., policy, emergency management, communications, partnerships).

The activities to develop the impact assessment should include:

a) understanding the context of the emergency;

b) collection of data and calculation of losses;

c) select action areas for recovery and renewal activities.

9.3 Recovery plan

The recovery plan establishes short and long-term recovery priorities, and identifies and assigns the following:

a) critical functions;

b) services/programs;

c) vital resources;

d) facilities; and

e) infrastructure.

The recovery plan should outline the support to people, places and processes that have been impacted by the emergency, recognizing the importance of power and partners, and potentially working in collaboration with other agencies and organizations for recovery (e.g., local authorities, emergency services, local communities and people). The short-term activities should reflect on the emergency to learn lessons, review preparedness for future crises, and reinstate operations in affected parts of the system.

10 Monitoring and review

The organization shall establish monitoring processes for the emergency management program and conduct reviews at planned intervals to evaluate the performance of the program against objectives, targets, and emergency plans.

The organization should ensure that the program review includes the results of any after action review reports and assessment of opportunities

for improvement and the need for changes to the program (see Section [8.2.6](#))

As part of the monitoring process, the organization should build relationships and provide opportunities for meaningful involvement and feedback from stakeholders, in particular, from persons with disabilities, and vulnerable persons and their caregivers or care providers or representatives, as well as other stakeholder organizations involved in accessibility issues or community resilience.

During the review process, the organization should identify any training and education needs of those who might work with persons with disabilities and vulnerable persons during incidents to refresh their knowledge and skills.

Review reports should be documented and maintained, in accordance with the organization's record retention policy.

11 Emerging and evolving risks

Emergencies are happening more frequently and are becoming less predictable, and more people are at risk when emergencies strike. Canada's risk environment is increasingly complex, and Canadians need to be better prepared.

The COVID-19 pandemic has demonstrated the tremendous impact of a global health emergency on all sectors of society. It has disproportionately affected persons with disabilities and has resulted in new members of the disability community. The pandemic has provided many lessons learned and provided an opportunity to take a more inclusive approach to emergency planning by considering the needs and priorities of persons with disabilities and those who may become vulnerable in any emergency.

Organizations should:

a) be mindful of the barriers that Canadians faced during COVID-19 and develop emergency plans with equitable access to the necessities of life as a priority and that provide equitable access to safety and security for

persons with disabilities and those who may become vulnerable in the emergency;

b) increase scanning of trends and hazards to recognize and be mindful of emerging and evolving risks to incorporate into emergency planning;

c) identify any informational barriers that prevent access to information or resources; and attitudinal barriers which give rise to stigma and exclusion, all of which add to discrimination and inequality; and

d) ensure that emergency plans are not compromising of accessibility (e.g., physically secure place, mentally and intellectually safe space or quarantined locations) that accommodates different disabilities and needs.

Annex A: (Informative)

Evacuation, medical, and electrical outage registries

As part of emergency preparedness programs, evacuation, medical and electrical outage registries for persons with disabilities and vulnerable persons have been established to prepare for emergency situations. These registries have proven to particularly helpful in identifying and providing information on people with disabilities and persons who may become vulnerable to provide assistance in emergencies. Some examples include:

a) The Montreal Fire Department Emergency Evacuation Assistance program, where people with disabilities can register for additional assistance in the event of an emergency.

b) City of Calgary Vulnerable Persons Self-Registry - Vulnerable persons in Calgary who have a condition or disability that first responders need to know about are encouraged to subscribe to this service, or they can also be registered by their family or caregivers.

c) Quadra, BC - The Seniors Emergency Preparedness Program (SEPP) is a network of community organizations designed to support vulnerable seniors during extreme weather events. The program requires voluntary self-registration. SEPP will cover costs for contractors to clear snow or debris such as fallen branches and trees depending on needs to access services as well as loans of equipment such as space heaters and portable air conditioners.

d) Kings County, Nova Scotia – this registry is aimed at individuals who are living at home without 24-hour support. The system allows first responders to know certain elements of the medical histories of vulnerable people on the registry before they arrive at the scene of an emergency. The system can generate reports for first responders and advise them of issues related to mobility, vision, and hearing, involving people living at specific addresses. (Note: Following Hurricane Fiona in 2022, NS is considering a province-wide registry).

e) The United States Federal Emergency Management Agency's National Mass Evacuation Tracking System (NMETS), which uses barcode scanners to track the movement of evacuees including family group members, their household pets or service animals, medical equipment, and essential belongings during evacuation.

These systems should be established in accordance with protections for privacy of personal information. Vulnerable populations can voluntarily register before an emergency. The systems need to be continually updated with current information and people registering for these systems should be able to correct or update their personal information.

Annex B: (Informative)

Guidance for persons with disabilities on emergency preparedness

Emergency management is considered to be a shared responsibility for all individuals, organizations, and government agencies. Many persons with disabilities and those at higher risk in an emergency are the experts in their own lives and overcome challenges everyday to remain independent and safe. In addition to the support that is provided by organizations, guidance and information is available from government agencies and other organizations to assist persons with disabilities and their caregivers with their own personal emergency preparedness. Information materials should include, but are not limited to, the following recommendations:

- Establish a support network

- Develop and practice an emergency response plan

- Prepare an emergency kit (Note: each kit should be specific to the person's needs and disabilities)

- Prepare a list of medications and allergies and keep with kit, at home, in the car, at work, etc.

- Prepare a contact list of all emergency contacts and keep a copy at home, at work, in the car

- Prepare a list of instructions for support persons and responders regarding personal care requirements and any requirements for service animals – keep at home and work.

- Tag/label all assistive devices

- A personal alarm can help to notify responders re: whereabouts

- Employers are required to provide emergency planning information that is accessible and shared

- Practice the emergency plan once a year at least

- Prepare checklist for any service animals or pets

- Vulnerable Person Registries are available through a variety of agencies and persons with disabilities persons may choose to register as an additional service (See Annex A)

- Persons with disabilities should consider sharing their lived experience with emergency planners or community organizations to help with planning and decision making with the goal of making these programs more person-centric and accessible.

Bibliography

Standards

ANSI/EMAP 5-2019 – Emergency Management Standard

International Maritime Organization - International Convention for the Safety of Life at Sea (SOLAS), 1974

ISO 22319:2017 - Security and resilience — Community resilience — Guidelines for planning the involvement of spontaneous volunteers

ISO 22458:2022 - Consumer vulnerability – Requirements and guidelines for the design and delivery of inclusive service

NFPA 1600 – Standard on Continuity, Emergency, and Crisis Management

NFPA 1616 – Standard on Mass Evacuation, Sheltering, and Re-entry programs

Other sources

Conference Board of Canada, *Disaster Recovery – Toward a Resilient Canada,* 2023.

March of Dimes Canada, *Ensuring No One is Left Behind: The Inclusion of People with Disabilities in Climate Emergency Preparedness and Response* (Written Submission to the House of Commons Standing Committee on Finance to inform the 2020 Budget)

Montreal Fire Department, *Emergency Evacuation Assistance Program*

Public Safety Canada, *Emergency Management Strategy for Canada – Toward a Resilient 2030,* 2019

Public Safety Canada, *Emergency Preparedness Guide for People with Disabilities/Special Needs*