

Guide to developing the Municipal Pandemic Influenza Specific Response Plan



Guide to developing
the **Municipal *Pandemic Influenza***
Specific Response Plan



This Guide is a document in progress that may later be modified and improved. Updates will be published on the website of the ministère des Affaires municipales et des Régions:
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We wish to express our special appreciation to those individuals who have participated, in one way or another, in the work of the Committee responsible for the development of the Guide to developing the Municipal *Pandemic Influenza Specific Response Plan*. We thank them for their suggestions and constructive comments that have helped to bring this project to fruition.

This document is available on the website of the
ministère des Affaires municipales et des Régions:
www.mamr.gouv.qc.ca

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Message from the Minister



It is my pleasure to make public the Guide to developing the Municipal *Pandemic Influenza Specific Response Plan*.

The Guide is the result of close collaboration between the Fédération Québécoise des Municipalités, the Union des municipalités du Québec, the City of Montréal and the ministère des Affaires municipales et des Régions. It reflects the concern of the Ministry and municipal officials as a whole, to provide an appropriate and effective response to a potential influenza pandemic.

Because of the seriousness of a pandemic of this kind, municipalities have no choice but to prepare themselves to confront this threat. It is thus necessary that they develop a plan to mitigate the consequences, insofar as possible. The Guide proposes preventive measures to protect the health of employees. It also outlines a series of measures to counter the negative effects of absenteeism on the maintenance of essential services for the population.

I wish to sincerely thank the individuals that have succeeded through their efforts, their competency and their farsightedness to create the Guide to developing the Municipal *Pandemic Influenza Specific Response Plan*. I invite all municipalities to draw on the elements of this document to develop their respective plans in the event of an influenza pandemic.

A handwritten signature in black ink that reads "Nathalie Normandeau". The signature is written in a cursive style with a large, stylized initial 'N'.

Nathalie Normandeau
Minister of Municipal Affairs and Regions

Message from the President



It was with the greatest satisfaction that the Fédération Québécoise des Municipalités (FQM) joined with the Québec government to develop the Guide to developing the Municipal *Pandemic Influenza Specific Response Plan*. Considering the objectives of the *Québec Pandemic Influenza Plan – Health Mission*, it is important that the municipal sector achieve a level of preparedness consistent with the role required of it. Recall that according to the plan, in an influenza pandemic, municipal officials are expected to play a primordial role in providing information to their respective populations.

The planning of actions to respond to a pandemic is fundamental. The Fédération Québécoise des Municipalités, conscious of its responsibility to protect public health, offers its full support to the distribution of the Guide and its implementation. We know that local officials are already closely involved in the development of municipal emergency measure plans and other public security planning exercises, especially concerning potential measures of risk management in civil protection.

Because we must anticipate events, tools of prevention are a priority. At the Fédération Québécoise des Municipalités, we are pleased to observe that the Québec government has taken to heart the lessons of the 1998 ice storm and that they recognize the competency of local and regional officials to play a front-line role in emergency situations. In the circumstances, this is all the more essential when you consider that more than a third of the population would be affected in the initial stage of the propagation of the pandemic influenza virus.

Finally, the Fédération Québécoise des Municipalités, with the support of its members and its leadership, will continue its work of joint action with other national bodies in the area. I hope your reading of this document will be profitable to you and to the well-being of our citizens and our communities.

A handwritten signature in black ink, appearing to read 'Bernard Généreux'.

Bernard Généreux

President of the Fédération Québécoise des Municipalités and Mayor of Saint-Prime

Message from the President



In the capacity of president of the Union des municipalités du Québec, I am very proud of the participation of our Union in the development of this Guide designed specifically for the needs of Québec municipalities. This unique and practical tool will serve as a reference for elected municipal officials and municipal officers in the preparation of their pandemic influenza municipal response plan.

In a pandemic, all actors concerned must contribute to the best of their ability to reduce the number of victims in the population and mitigate the economic and social impacts, and municipalities will play a strategic role.

The major issue for the municipality in planning for a potential pandemic is to ensure that it has sufficient resources to continue providing services to the population despite the pandemic, and that it can in particular, maintain essential services at all times. This will be a tremendous challenge, because an influenza pandemic could affect up to 35% of the population in the first wave over a period of eight weeks. And we assume that 35% of municipal human resources could thus be absent.

The responsibility of arming the municipality with a plan to mitigate, insofar as possible, the consequences of a potential influenza pandemic falls to the municipal council, and I am convinced that the members of municipal councils will rise to the occasion to carry out the tasks incumbent upon them in such circumstances.

Since prevention is always better than correction, I hope this Guide contributes to the smooth and successful planning of your activities before, during and after the pandemic.

A handwritten signature in black ink, which appears to read "Jean Perrault". The signature is written in a cursive style and is positioned above the printed name.

Jean Perrault

President of the Union des municipalités du Québec and Mayor of Sherbrooke

Message from the Mayor



Montréal is an important hub for international air and marine transportation. This reality obliges us to play a leading role in terms of planning in the face of the threat of an influenza pandemic.

The City of Montréal must be able to guarantee citizens that they will continue to receive essential municipal services in the event of a pandemic. Every household across the island must feel secure in the knowledge that the city is capable of providing quality services without interruption. The city must also be able to maintain calm and manage the crisis effectively in its areas of responsibility.

Clearly, to rise to such a challenge, it is important to be able to count on allies. In the case of our metropolis I am glad to be able to rely on the support of the mayors of the nineteen Montréal boroughs as well as the mayors of the municipalities of the Montréal agglomeration. I am convinced they will furnish all the necessary effort in terms of planning and adopting measures that must be implemented in the event the fears of public health experts materialize.

The Guide to developing the Municipal *Pandemic Influenza Specific Response Plan* is extremely important and I would like to thank everyone who contributed to its development.

A handwritten signature in black ink, which reads "Gérald Tremblay". The signature is written in a cursive, flowing style.

Gérald Tremblay
Mayor of Montréal

List of initials and acronyms

APSSAP	Association paritaire pour la santé et la sécurité du travail, secteur "Administration provinciale"
ASSS	Agence de la santé et des services sociaux
CNT	Commission des normes du travail
CSCQ	Comité de la sécurité civile du Québec
CSST	Commission de la santé et de la sécurité du travail
DGSCSI	Direction générale de la sécurité civile et de la sécurité incendie
DGSP	Direction générale de la santé publique
FQM	Fédération Québécoise des Municipalités
MAMR	Ministère des Affaires municipales et des Régions
MAPAQ	Ministère de l'Agriculture, des Pêcheries et de l'Alimentation du Québec
MC	Metropolitan Community
MDDEP	Ministère du Développement durable, de l'Environnement et des Parcs
MDEIE	Ministère du Développement économique, de l'Innovation et de l'Exportation
MELS	Ministère de l'Éducation, du Loisir et du Sport
MRNF	Ministère des Ressources naturelles et de la Faune
MSP	Ministère de la Sécurité publique
MSSS	Ministère de la Santé et des Services sociaux
MTQ	Ministère des Transports du Québec
NCPP	National Civil Protection Plan
OMS	Organisation mondiale de la santé
OMSC	Organisation municipale de la sécurité civile
ORSC	Organisation régionale de la sécurité civile
OSCQ	Organisation de la sécurité civile du Québec
PGCPI	Plan gouvernemental de communication en cas de pandémie d'influenza
PGPI – OSCQ	Plan gouvernemental en cas de pandémie d'influenza – Organisation de la sécurité civile du Québec
PIUSA	Plan d'intervention d'urgence en santé animale
PMSC	Plan municipal de sécurité civile
PMSE	Plan de maintien des services essentiels
PNSC	Plan national de sécurité civile
PQLPI – MS	Plan québécois de lutte à une pandémie d'influenza – Mission santé
PRSC	Plan régional de sécurité civile
QPIP – HM	Québec Pandemic Influenza Plan – Health Mission
RCM	Regional county municipality
SCT	Secrétariat du Conseil du trésor
SHQ	Société d'habitation du Québec
UMQ	Union des municipalités du Québec
WHO	World Health Organization

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Important note

It is important to realize that the concept of “essential services” that is developed in this Guide is completely different from the concept of “essential services” current in the area of labour relations.

INTRODUCTION

The goal of the Guide to developing the *Municipal Pandemic Influenza Specific Response Plan* is to help Québec municipalities to plan an effective response to an influenza pandemic in order to protect the health of their personnel, and thus maintain the functioning of Québec society as a whole.

Like the World Health Organization, the federal government and the Québec government, municipalities must conduct a planning exercise aimed at coping with an influenza pandemic. The Guide to developing the *Municipal Pandemic Influenza Specific Response Plan* describes the various measures that must be adopted for effective management of this risk.

The Guide to developing the *Municipal Pandemic Influenza Specific Response Plan* is made up of three parts.

The first part presents background information for developing the plan. It introduces municipalities to the risk of the influenza pandemic and reviews various mechanisms of coordination and joint action by government and municipal civil protection organizations (Comité de la sécurité civile du Québec, Organisation de la sécurité civile du Québec, Organisation municipale de la sécurité civile, etc.) and their tools for disaster planning and management (*National Civil Protection Plan*, *Plan régional de sécurité civile*, *Plan municipal de sécurité civile*, etc.).

The second part specifies the roles and responsibilities of the individuals concerned by the development of the plan (municipal authorities, the Director General, members of the Organisation municipale de la sécurité civile, etc.).

The third part describes the steps in developing the plan against an influenza pandemic based on the various strategies adopted to contain the threat to the maximum extent possible. It then details the necessary measures to deal with the four dimensions of civil protection, in particular:

- prevention of influenza in the workplace: measures to protect the health of personnel (vaccination, basic personal hygiene, collective employee hygiene, etc.) and government and municipal communication about prevention;
- preparedness for an influenza pandemic: the roles and responsibilities of members of the Organisation municipale de la sécurité civile; the maintenance of public services; actions to minimize the consequences of the influenza pandemic and the planning of communications in an influenza pandemic;
- the response during an influenza pandemic: the rights and responsibilities of the employer and the employee in an influenza pandemic; alert and mobilization as well as communications during the response;
- recovery during and after the influenza pandemic: recovery at governmental and municipal levels and evaluation of the event.

The Guide also outlines the nature of municipal support in a pandemic to other organizations, as well as the support from municipal associations and the ministère des Affaires municipales et des Régions.

A number of annexes supplement the sections of the Guide to developing the Municipal *Pandemic Influenza Specific Response Plan*. A glossary is provided defining the main terms used in the Guide. Other annexes supplement the contents of certain sections or elaborate on various concepts, while providing tools to facilitate their application: Reference table for the identification of essential services and redeployment of human resources (Annex IV); Checklist and chronological table of actions to be performed and tools to be implemented in an influenza pandemic (Annex VI).



► **Background information**

for the development of the *Pandemic Influenza Specific Response Plan*

1. The risk of an influenza pandemic
2. Organization and planning of civil protection in Québec in the event of an influenza pandemic

1 The risk of an influenza pandemic¹

An influenza pandemic is a human influenza (flu) epidemic that affects an entire continent or the planet as a whole. It is caused by a virus that has undergone significant mutations and is completely different from the seasonal influenza viruses that cause outbreaks every year. An influenza pandemic is characterized by its virulence. Since the population has little or no protection against the new virus, there will be a large number of sick people; the number of deaths could thus be very high.

1.1 General considerations concerning the influenza pandemic

The World Health Organization (WHO) and various experts are in agreement that an influenza pandemic is increasingly likely. The four conditions required for the emergence of a pandemic virus are as follows:

- the H5N1 virus, currently active, responsible for the avian flu, represents a new strain of influenza;
- the strain of influenza must be sufficiently virulent to cause a pandemic;
- the population has no immunity to the virus;
- the virus responsible for the avian flu can be transmitted from human to human.

Currently, the prerequisite conditions for an influenza pandemic are all present except for the last: the H5N1 virus has not yet developed the ability to be transmitted from human to human.

1.2 Tracking the pandemic's imminence and evolution

The World Health Organization has outlined six phases that can be currently used to monitor the pandemic's imminence and evolution. The ministère de la Santé et des Services sociaux (MSSS) on the other hand has specified three stages of action in its planning against a pandemic, recognized by the Organisation de la sécurité civile du Québec for any disaster, that is: "preparedness" (before the pandemic), "response" (during the pandemic) and "recovery" (during and after the pandemic).

The following table shows the three stages of action – "preparedness", "response" and "recovery" – adopted by the ministère de la Santé et des Services sociaux and shows their relation with the six pandemic phases proposed by the World Health Organization. It illustrates clearly that the response activities are already in progress before phase six has been declared. The activities concern mainly public health and communications.

As in the case of certain other risks, the municipality must have a Specific Response Plan (SRP) for the risk of influenza pandemic, as an annex to the *Plan municipal de sécurité civile*. It outlines the activities specific to a pandemic that are not anticipated in the *Plan municipal de sécurité civile*, according to the four dimensions of civil protection, "prevention", "preparedness", "response" and "recovery".

1. Text extracted from or based upon the *Québec Pandemic Influenza Plan – Health Mission* of the ministère de la Santé et des Services sociaux of the Québec government, March 2006.

Finally, the table compares the dimensions of municipal actions with the stages of action defined by the ministère de la Santé et des Services sociaux and the phases of the World Health Organization.

COMPARISON OF THE PHASES PUBLISHED BY THE WHO, THE MSSS STAGES OF ACTION AND THE MUNICIPAL DIMENSIONS				
Periods of the WHO	Phases	Description	The stages of action defined by the MSSS	Dimensions defined by the municipality
Interpandemic period	Phase 1	No new subtype of flu virus has been detected in humans. A subtype of flu virus causing infection in humans can be present in animals. In this case, the risk of infection or sickness in humans is considered low.	Preparedness	Prevention + Preparedness ²
	Phase 2	No new subtype of flu virus has been detected in humans. But a subtype of flu virus present among animals represents a significant risk for humans.		
Period of pandemic alert	Phase 3	Infection(s) in humans due to a new flu virus subtype, but no human-to-human transmission, or at most a few rare cases of transmission to a close contact.	Prevention + Preparedness	Preparedness + Response ³
	Phase 4	Small group(s) of cases in which there is limited human-to-human transmission, but propagation is highly local, leading one to believe that the virus is not very adapted to humans.		
	Phase 5	Larger group(s) of cases, but human-to-human transmission still local, leading one to believe that the virus is adapting more and more to humans but is maybe not yet fully transmissible (significant risk of pandemic).		
Period of pandemic	Phase 6	Pandemic phase: increased and persistent transmission in the general population.	Response	Response
Postpandemic period*		Return to the interpandemic period.	Recovery	Recovery

* The expression is not used to designate a period according to the World Health Organization. It is used here for purposes of planning recovery activities.

Source: World Health Organization, *WHO global influenza preparedness plan – The role of WHO and recommendations for national measures before and during pandemics*, 2005.

2. The dimensions of “prevention” and “preparedness” are contiguous in phases 1 and 2.

3. The dimensions “preparedness” and “response” are contiguous in phases 3, 4 and 5.

1.3 Apprehended effects of an influenza pandemic on the Québec population

Currently, the threat of a pandemic is real and could have a devastating effect on many levels: personal, psychosocial, economic and others. Individuals, spouses, and families, as well as all activities of society – work, education, health, the economy, business, culture, recreation, etc. – risk being affected to various degrees by an influenza pandemic.

In Québec, the ministère de la Santé et des Services sociaux has retained the following assumption for planning purposes:

Estimation of the impact of a first wave of pandemic influenza on the Québec population

- 35% of the population would be infected by influenza in the first wave over a period of eight weeks
- 2.6 million people would be infected (one in three)
- 1.4 million people would need to consult a healthcare professional
- 34,000 people would be hospitalized
- 8,500 people could die

In addition to the rate of absence due to illness, it is also necessary to consider a further shortage of human resources absent in order to care for sick parents and children or simply from fear of catching the disease.

In the scenario proposed by the ministère de la Santé et des Services sociaux, a first wave of infection would be observed in Canada within three months of the emergence of a pandemic viral strain. The first wave could be followed by a second, from three to nine months later. Other successive waves could arise, lasting from a few weeks to a few months.

The propagation of the influenza pandemic in the workplace is similar to that among the population as a whole. This means that 35% of the labour force could fall sick at one time or another during the first wave of the pandemic.

2 Organization and planning of civil protection in Québec in the event of an influenza pandemic

It is difficult to predict when an influenza pandemic may occur, what would be its magnitude and how long it might last. However, we can predict that its consequences will depend on the level of preparedness of government, municipalities and various other stakeholders to cope with the eventuality of such a pandemic.

A reliable form of organization and planning in civil protection matching the influenza pandemic's risk are the best way of ensuring that all actors at different levels of responsibility are able to work together when the pandemic breaks out.

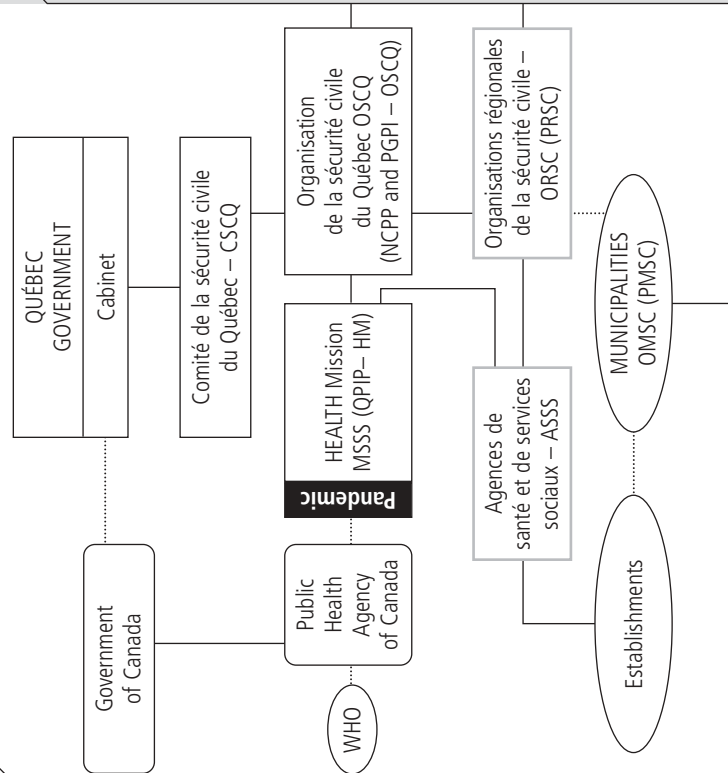
2.1 The organization of civil protection

On the national level, the organization of civil protection in the event of an influenza pandemic is similar to that planned by the Québec government for all risks of major disaster. More specifically, the government has established various mechanisms of coordination and joint action in civil protection – the Comité de la sécurité civile du Québec (CSCQ), the Organisation de la sécurité civile du Québec (OSCQ), and the Organisation régionale de la sécurité civile (ORSC) – to help municipalities to fully assume their responsibilities to protect citizens against a major disaster.

At the local level, the Organisation municipale de la sécurité civile (OMSC) is the coordination mechanism that enables the municipality to carry out the municipal response to any risk of disaster on their territory, including the influenza pandemic.

The various mechanisms of the organizational structure of civil protection in Québec are described in Annex II.

COORDINATION STRUCTURE IN AN INFLUENZA PANDEMIC⁴



Specific contributions to the QPIP	Other missions of the NCPP as needed
"Bio-food" Mission MAPAQ (PIUSA)	"Transportation" Mission MTQ
"Communications" Mission Services Québec Coordination of public communications	"Water, hazardous and residual materials" Mission MDDEP
Maintenance of government activities SCT Monitoring of government services and staff	"Telecommunications network" Mission MSG (CSPQ)
Workplace CSST Policies, advice and regulations	"Housing" Mission SHQ
Support to the education network MELS Monitoring of the situation and instructions regulations	"Emergency" Mission MRNF
"Economic activities" Mission MDEIE Liaison with private sector companies	"Support services for disaster victims" Mission MSP
"Massive evacuation, reentry and security" Mission Sûreté du Québec Securing of territory	"Electric power" Mission MRNF
"Technical support to municipalities" Mission MAMR Support to municipal needs	"Support for the OSCQ" Mission MSP
	"Financial assistance" Mission MSP

Source: Adaption of organization chart of the *Plan gouvernemental en cas de pandémie d'influenza – OSCQ*

4. For the interpretation of initials and acronyms, see the "List of initials and acronyms" on page XI of this Guide.

2.2 Planning civil protection

The goal of civil protection planning in Québec is to encourage collaboration of the various actors in order to coordinate the different civil protection plans. It is also intended to enable the municipality to respond adequately to protect the security of the population before, during and after a major disaster.

Government planning

The *National Civil Protection Plan* (NCP) is the general framework for management of all risks of major disaster for all of Québec. Because of the numerous particularities of an influenza pandemic, the Québec government has developed plans complementary to the *National Civil Protection Plan* in particular:

- the *Plan gouvernemental en cas de pandémie d'influenza – OSCQ*;
- the *Québec Pandemic Influenza Plan – Health Mission*;
- the *Plan de communication du gouvernement du Québec en cas de pandémie d'influenza*.

The various government plans concerning planning against an influenza pandemic are presented in Annex III.

Municipal planning

The *Plan municipal de sécurité civile* (PMSC) is the general framework for planning and management of all risks of disaster that can arise on the territory of the municipality. It establishes the framework for the *Pandemic Influenza Specific Response Plan*.

In the specific case of pandemic influenza, the municipality, like all other organizations, must complete its planning for the maintenance of essential services⁵ by finding ways to compensate for an insufficiency of human resources at the time of such an event. Municipal planning for the maintenance of essential services forms the foundation of the *Pandemic Influenza Specific Response Plan*.

5. The principle of “essential services” in civil protection is defined in section 6.2 of this Guide.

Municipal planning for the maintenance of essential services considers potential risks in order to make an inventory of human, material, and informational resources, and external resources – suppliers, subcontractors, etc. – that are essential for adequate operation of the municipality in the event of disaster.



► **Preparatory step**

in the development of the *Pandemic Influenza Specific Response Plan*

3. Determination of the roles and responsibilities of individuals concerned by the plan's development

3 **Determination of the roles and responsibilities of individuals concerned by the plan's development**

The preparatory step in the development of the *Pandemic Influenza Specific Response Plan* is to form a responsible team whose principal task is to develop the plan.

It is necessary to determine, from the start, the roles and responsibilities of municipal authorities, the Director General and the planning group¹ before initiating the planning process to cope with a potential influenza pandemic.

3.1 Municipal authorities

It's up to the municipal council to arm the municipality with a plan to mitigate, insofar as possible, the consequences of a potential influenza pandemic. Such a commitment on the part of the municipal council will act as a catalyst, because to be effective, this initiative must first obtain the support of elected officials and administrators at various levels of the organization, in order to ensure the subsequent collaboration of all the municipality's personnel.

The municipal council must also name the person who will have the responsibility to oversee the development of the *Pandemic Influenza Specific Response Plan* and assign its elaboration to the Organisation municipale de la sécurité civile (OMSC)².

3.2 The Director General

The Director General of the municipality must educate municipal authorities concerning the risk of a potential influenza pandemic, the possible consequences and the importance that the municipality prepare for this eventuality.

3.3 The person responsible for the plan's development

The person with the responsibility to supervise the plan's development should be the municipal coordinator of civil protection.

3.4 The Organisation municipale de la sécurité civile

The Organisation municipale de la sécurité civile has the responsibility of forming a planning group to develop the *Pandemic Influenza Specific Response Plan*.

3.5 The planning group

The planning group is responsible for the development of the *Pandemic Influenza Specific Response Plan*. The group should include all or a part of the members of the Organisation municipale de la sécurité civile, department heads concerned and external stakeholders.

1. In this Guide, the work group is designated by the name of "planning group".

2. The Organisation municipale de la sécurité civile (OMSC), established by the municipal council, is directed by the municipal coordinator of civil protection, themselves named by the municipal council. They oversee execution of the tasks of the pandemic planning group, and they act under the authority of the mayor.

Following is a non-exhaustive list of the various municipal or other resources that should be part of the planning group:

- an elected official, mayor or councillor, for the political decisions;
- the municipal coordinator of civil protection;
- the director of emergency measures;
- a representative of the municipal administration;
- a representative of human resources;
- the municipality's legal advisor for the interpretation of laws and the preparation of legal opinions;
- a representative of the municipal police department or a representative of the Sûreté du Québec concerning the security of people and sites;
- a representative of the fire department concerning first aid and evacuations;
- a representative of public works (inspection, water treatment and supply, waste management, etc.);
- a representative of the transport system for the coordination of transport needs;
- a representative of the recreation department concerning services for disaster victims (emergency shelters and related activities);
- a director of communications;
- etc.

ROLES AND RESPONSIBILITIES

in the development of the *Pandemic Influenza Specific Response Plan*³

Municipal authorities

- request that the Organisation municipale de la sécurité civile develop the *Pandemic Influenza Specific Response Plan*;
- support the planning process and allocate required resources;
- ensure that municipal departments that can help the planning group, contribute to its work;
- see that external collaborators (industries, ministries, government agencies, health services, etc.) are involved;
- procure the training and tools necessary for the planning group;
- provide supervision during the planning processes;
- approve and adopt the *Pandemic Influenza Specific Response Plan*.

The Director General

- educates municipal authorities concerning the risk of a potential influenza pandemic, the possible consequences and the importance that the municipality prepare for this eventuality.

The Organisation municipale de la sécurité civile

- determines the composition of the planning group: the group includes the members of the Organisation municipale de la sécurité civile, but also the municipality's department heads and external collaborators (industries, ministries, government agencies, health services, etc.);
- establishes a work plan (determination of steps and deadlines);
- determines general directions of the project;
- approves and validates tasks performed by the planning group.

The planning group

- determines the project framework:
 - ▶ by establishing a work schedule;
 - ▶ by attributing tasks to members according to their competency and the subjects in question;
- studies other municipal plans that can serve as reference in the development of the *Pandemic Influenza Specific Response Plan* (*Plan municipal de sécurité civile*, specific plans of different municipal departments, response plans for strategic sites, etc.);
- initiates the planning process and develops the plan as well as the other tasks related to the influenza pandemic.

3. Text extracted from or based upon the document entitled, *Pour planifier la réponse au sinistre – Guide à l'intention des municipalités pour l'élaboration d'un plan de mesures d'urgence en cas de sinistre*, ministère de la Sécurité publique, January 1997, [Online]. [<http://www.msp.gouv.qc.ca>]



► **Development**

of the Pandemic Influenza Specific Response Plan

4. The importance of municipal planning against an influenza pandemic
5. Prevention of influenza in the workplace
6. Preparedness for an influenza pandemic
7. Response to an influenza pandemic
8. Recovery during and after the influenza pandemic
9. Checklist and chronological table of actions to be performed and tools to be implemented in an influenza pandemic
10. The support of municipalities to other organizations in an influenza pandemic
11. Support from municipal associations and the ministère des Affaires municipales et des Régions

4 The importance of municipal planning against an influenza pandemic¹

The predictable consequence of an apprehended influenza pandemic will be absenteeism of human resources both in the private and public sectors. The major issue for the municipality in planning for a potential pandemic is to ensure that it has sufficient resources to continue providing services to the population despite the pandemic, and that it can in particular, maintain essential services at all times.

4.1 Strategies to cope with an influenza pandemic

To respond to an influenza pandemic, the Québec government has outlined three strategies that can be applied to all organizations, and hence to municipalities.

Strategies to cope with an influenza pandemic

- **Protecting the health of personnel**
The municipality must ensure an optimum level of protection of their personnel against the influenza virus. It must implement preventive measures to mitigate the consequences for its employees.
- **Maintaining public services**
In a pandemic, municipal services must, insofar as possible, be functional. In the event of a high rate of absenteeism of its human resources, the municipality must plan various steps to maintain its essential services.
- **Minimizing the organizational impacts**
As part of its emergency response, the municipality must develop plans to facilitate the mobilization of its employees and maintain the contribution of its suppliers, subcontractors and partners. It must also support its most affected employees by giving them access to programs of psychosocial assistance.

These three strategies will allow the municipality to coherently formulate various measures for each dimension of civil protection: “prevention”, “preparedness”, “response” and “recovery”.

1. Text extracted from or based upon the *Cadre de référence pour la détermination et le maintien des services essentiels en cas de pandémie d'influenza*, Secrétariat du Conseil du trésor, gouvernement du Québec, September 2006.

5 Prevention of influenza in the workplace

In an influenza pandemic, the municipality's priority must be to adopt measures to prevent infection and protect the health of its personnel. This is why basic personal hygiene precautions such as hand hygiene and respiratory etiquette must be encouraged and rigorously applied in all work environments. Sanitary maintenance of work premises and equipment is also an effective measure whose application must be reinforced. Other complementary measures promoting social distancing can also be implemented.

5.1 Municipal measures to protect the health of personnel²

To protect the health of its personnel, the municipality must plan preventive measures: vaccination, personal basic hygiene, collective employee hygiene and measures for the organization of work.

Vaccination

Vaccination remains the best means of preventing influenza and avoiding its complications, but in a pandemic it would take four to six months and maybe more to produce the vaccine.

Vaccination against seasonal flu

The ministère de la Santé et des Services sociaux recommends vaccination every fall to avoid, or at least considerably mitigate, the risk of seasonal influenza. With the help of healthcare professionals, the municipality should thus educate their personnel to the importance of annual vaccination.

Vaccination against an influenza pandemic

In an influenza pandemic, the ministère de la Santé et des Services sociaux will be responsible for the distribution of vaccines, if they are available. An order of priority will be established for its administration taking into consideration the pandemic's seriousness, the vulnerability of the population, and in each region, the number of people in groups considered a priority.

The Centres de santé et de services sociaux (CSSS) of each territory will direct the vaccination clinics. The vaccination program(s) specified in the plans of health and social services agencies will be activated. The municipality must prepare the list of people who would be first in line to receive the new vaccine so the list can be sent, if needed, to the health authorities.

Basic measures of personal hygiene for employees

While waiting for a vaccine against the flu, and considering that its availability will be restricted in the beginning, the adoption of basic personal hygiene precautions will help to a certain degree to protect the health of employees.

2. Point 5.1 reproduces or adapts the text of the Secrétariat du Conseil du trésor, September 2006 and integrates the information of the site pandemiequebec.gouv.qc.ca.

From this perspective, it is important that the municipality promote the following basic measures of personal hygiene:

- promote hand washing at all times, the most important means of preventing influenza;
- promote respiratory etiquette: a series of simple actions to be performed at all times when a person coughs or sneezes to avoid transmission of infection;
- inform its employees of the policy of the Direction générale de la santé publique of the ministère de la Santé et des Services sociaux concerning the wearing of personal protective equipment.

Collective hygiene measures for employees

The municipality must plan collective preventive measures concerning employees as a whole.

Measures concerning access of the public and employees

- If possible, limit entry of people to the workplace with flu symptoms by displaying notices to that effect at municipal access points.

Sanitation measures in the workplace

- See that the workplace is adequately cleaned:
 - all common spaces: stair handrails, door handles, elevator buttons, security scanning stations, reception counters, kitchenettes and all other surfaces that personnel and the public regularly touch with their hands;
 - all sanitary facilities (toilets and sinks);
 - all personal workstations including work surfaces, computer keyboards, telephone handsets, photocopier or fax controls, etc.

Other measures concerning work organization

Certain other complementary measures can be used to try to limit flu transmission.

Measures promoting social distancing

- Limit, if possible, close contacts in the workplace:
 - avoid face-to-face meetings unless essential;
 - cancel or postpone meetings, training sessions, and workshops that are not essential;
 - reduce the length of meetings;
 - hold meetings in large rooms;
 - use communication and network technologies and tools, for communications with employees and between employees;
 - avoid unnecessary travel;
 - allow a delay between the end and start of shifts to decrease contacts among employees;
 - stagger the hours of breaks so that all employees are not simultaneously on break.

- Develop a policy on presence at work to be applied as soon as symptoms of the illness appear, and inform employees of it. For example, “it is preferable not to come to work if you are sick”.

Purchase of material in sufficient quantity for the protection of the health of personnel

- Buy products necessary for the implementation of basic hygiene precautions:
 - hand hygiene: soap, paper towels, alcohol-based fast-drying antiseptic hand wash (minimum 60% alcohol), garbage cans, garbage bags;
 - respiratory etiquette: facial tissues, garbage cans, garbage bags, etc.
- Buy products necessary for keeping the workplace clean:
 - cleaning products, domestic bleach (5%) and other products.

5.2 Communication about prevention

Communication about prevention in a pandemic is a responsibility shared by the government and municipalities.

Governmental communication

To ensure that all employees and the population of Québec in general are well informed on the subjects of hand hygiene and respiratory etiquette, the Québec government has planned:

- the publication of a brochure on hand hygiene and respiratory etiquette;
- a poster on hand hygiene;
- a campaign by the ministère de la Santé et des Services sociaux on the importance of vaccination against seasonal flu;
- an educational video document produced by the Association paritaire pour la santé et la sécurité du travail, secteur “Administration provinciale” (APSSAP);
- etc.

Municipal communication

The municipality has the responsibility to educate their personnel as well as their population concerning preventive measures. Confronted with the pandemic threat, it must inform its employees of preventive measures (hand washing, respiratory etiquette, etc.) to help them protect against the pandemic and counter its effects. It can call on external resources to help, in particular:

- professionals of its regional health and social services network;
- one or more neighbouring cities;
- resources of the regional county municipality (RCM) or metropolitan community (MC).

The municipality must also assume the role of relaying information to its citizens to obtain their support for various preventive measures advocated by the ministère de la Santé et des Services sociaux. It must make accessible the pandemic sanitary information (Québec government brochures and posters) in municipal public places, libraries, cultural and sports centres, administrative offices, etc.

6 Preparedness for an influenza pandemic

The Organisation municipale de la sécurité civile is responsible for the municipality's preparedness for an influenza pandemic.

6.1 Specifying the roles and responsibilities of members of the Organisation municipale de la sécurité civile

Confronted with the imminence of a pandemic, it is necessary to determine the roles and responsibilities of members of the Organisation municipale de la sécurité civile for decision making and coordination of the response.

Roles and main responsibilities of members of the Organisation municipale de la sécurité civile³ in a pandemic

The mayor, assisted by their councillors, plays a major role in a pandemic; the mayor represents the authority responsible for the application of municipal decisions taken before, during and after a pandemic.

The municipal coordinator of civil protection is responsible for risk management of the pandemic in the four dimensions of civil protection, "prevention", "preparedness", "response" and "recovery".

Following is a non-exhaustive list of the various municipal resources that assume responsibilities for the most commonly observed needs in disasters and that should be part of the Organisation municipale de la sécurité civile:

- an elected official, mayor or councillor, for the political decisions;
- the municipal coordinator of civil protection;
- the director of emergency measures;
- a representative of the municipal administration;
- a representative of human resources;
- the municipality's legal advisor for the interpretation of laws and the preparation of legal opinions;
- a representative of the municipal police department or a representative of the Sûreté du Québec concerning the security of people and sites;
- a representative of the fire department concerning first aid and evacuations;
- a representative of public works (inspection, water treatment and supply, waste management, etc.);
- a representative of the transport system for the coordination of transport needs;
- a representative of the recreation department concerning services for disaster victims (emergency shelters and related activities);
- a director of communications;
- etc.

3. Text extracted from or based upon the document entitled, *Pour planifier la réponse au sinistre – Guide à l'intention des municipalités pour l'élaboration d'un plan de mesures d'urgence en cas de sinistre*, ministère de la Sécurité publique, January 1997, [Online]. [<http://www.msp.gouv.qc.ca>]

6.2 Maintenance of public services⁴

The main objective of municipal planning for the maintenance of essential services is to adopt measures to ensure the continuity of municipal public services and, in case of insufficiency of human resources, to maintain essential services.

The same term for different concepts

To avoid any confusion, it is important to clearly distinguish the concepts of “essential services” in civil protection and “essential services” in the area of labour relations.

The determination of essential services in the context of labour relations is legally governed and controlled by the Conseil des services essentiels, whereas the determination of essential services in civil protection adopts an approach based on a more flexible, but just as important concept, concerning the most commonly observed needs of a population in a disaster (healthcare, security, accommodation, food services, transport, etc.).

The Civil Protection Act does not explicitly define the concept of “essential services”. The definition chosen by the government to respond to its own needs can be adapted to the municipal context as follows:

- *essential services*: services, activities, and equipment managed by a municipality or municipal agency, whose interruption, even for a short period, would have serious consequences for citizens, the collectivity or the municipality.

Inventory of municipal services

To ensure the maintenance of its public services in a pandemic, the municipality must mobilize and involve the managers of the various administrative units – departments and branches – of its organization to inventory all its services, activities and equipment, and then determine those services essential to be maintained in an influenza pandemic.

Determination of essential services

The municipality must establish a scale of priority levels, and determine the priority level of services, activities and equipment for the various units of its organization, covering the various potential risks. It must perform this exercise taking into account certain seasonal particularities (snow removal in winter, more frequent garbage collection in summer, etc.).

Determination of workforce requirements

In order to plan its workforce requirements for response in a pandemic, the municipality must determine, for every level of services, the number of people, by competency, that it must have available to provide its services. It must thus know, foresee and identify the pools of manpower it will be able to call upon.

4. Text extracted from or based upon the document of the Conseil du trésor, September 2006.

It must also provide for the required resources to respond to any other disaster (flood, spilling of hazardous materials, collapse of a structure, etc.) that could arise during the influenza pandemic.

Preparation of staff redeployment scenarios in an influenza pandemic

In order to maintain a maximum of public services, respond to any other kind of disaster, and provide essential services despite an absenteeism rate of up to 35% in a pandemic, the municipality must plan scenarios of rapid reorganization based in particular on the redeployment of a part of available personnel identified in the various levels of services.

Redeployment scenarios envisaged for the partial or total duration of the pandemic must provide for possibilities of personnel transfers:

- among municipal administrative units (departments and branches);
- from outside, in the case of supplementary resources such as suppliers, subcontractors, retirees, volunteers, etc.;
- to one or more municipalities located nearby or to the regional county municipality;
- to the Organisation régionale de la sécurité civile for needs of support by non-municipal agencies (ex. health and social services network);
- to other regions of Québec;
- etc.

Establishment of lists of various resources required for maintenance of essential services

In its backup plan, the municipality must prepare and keep up-to-date lists of all its own and external resources with their contact details (office phone numbers, fax, cell phone, pager, electronic address, etc.) and see that these lists are available in easily accessible places.

The various steps of a process to determine essential services and ensure their maintenance in an influenza pandemic are presented in the box below. A reference table is reproduced in Annex IV to help municipalities to determine their essential services and redeploy their human resources in a pandemic based on the assumption of an employee absenteeism rate of 35%.

Steps in the determination of essential services

- ① Make an inventory of all municipal services, activities and equipment
- ② Evaluate the consequences of a 35% absenteeism rate per department
- ③ Determine the essential services to be kept operational and establish the order of priority for all risks of disaster
- ④ For each essential service, determine the activities to be maintained in the event of a 35% absenteeism rate
- ⑤ Identify the competencies corresponding to the essential services and minimum resources necessary for their operation for every workplace and every function
- ⑥ Prepare and keep up-to-date lists of personnel necessary for the maintenance of essential services and designate sufficient replacements at all levels: political and administrative authorities, personnel in each workplace and for each function (police, firemen, public works employees, emergency measures personnel, etc.), with their contact details
- ⑦ Develop specific plans (redeployment of personnel, recall of non-essential personnel, appeal to retirees, subcontractors, citizens, etc.) to compensate for the lack of human resources
- ⑧ Prepare and maintain up-to-date lists of external human resources necessary for maintenance of essential services taking into account their competency
- ⑨ Communicate with partners, suppliers and subcontractors to evaluate their state of preparedness and provide for alternative solutions if they are unable to pursue their activities (this point requires serious attention from municipalities relying on outsourcing)
- ⑩ Submit the results of this planning process to municipal authorities for approval
- ⑪ Present the planning of essential services for a pandemic to all personnel, partners, suppliers, subcontractors, etc.

6.3 Actions to minimize the consequences of the influenza pandemic on the municipal organization⁵

Various measures and actions can help the municipality to minimize the consequences of an influenza pandemic on its organization.

Human resource management in an influenza pandemic

The municipality must develop plans for human resource management in specific working conditions, while meeting conditions of collective agreements and laws governing labour relations.

The application of certain working conditions in an influenza pandemic should be discussed with the associations and unions.

5. Text extracted from or based upon the document of the Conseil du trésor, September 2006.

List of certain working conditions, for information purposes, in an influenza pandemic

- Rules on working hours
- Distribution of overtime among employees
- Postponement of authorized vacations
- Advance notice for recall of seasonal and temporary employees
- Different leaves: parental (maternity, paternity), for family responsibilities in serious, urgent, and unforeseeable circumstances, leave without pay, study leave, etc.
- Salary insurance (requirement for medical certificate for absence adapted to the influenza pandemic, etc.)
- Workplace health and safety (right of refusal, management of employees with symptoms, etc.)
- Redeployment of human resources
- Etc.

Preparedness of suppliers, subcontractors and partners

Public services may depend on suppliers and subcontracting companies. The municipality should require that they have a business continuity plan, in particular the supplier or company whose activity is directly connected with an essential service.

Training of people involved in different municipal plans⁶

In its planning, the municipality will have identified the human resources in its organization necessary for the maintenance of essential services. It will also have foreseen the appeal to other resources (subcontractors, employees occupying other functions, retirees, volunteers, etc.) for the replacement of its personnel or replacement of absent employees.

Municipal authorities should assume the training of human resources concerned in the different municipal plans to equip them with the knowledge and develop the skills and attitudes necessary to fulfill their functions in an influenza pandemic.

They also have an interest in ensuring that other resources external to the municipality that will be mobilized in a pandemic, have a good understanding of the functions and tasks they will be called upon to assume.

The municipality should, both for its own and for external resources, offer training sessions and provide training documents necessary to inform them concerning the kind of work they will have to perform and their responsibilities.

6. Text extracted from or based upon the document entitled, *Pour planifier la réponse au sinistre – Guide à l'intention des municipalités pour l'élaboration d'un plan de mesures d'urgence en cas de sinistre*, ministère de la Sécurité publique, January 1997, [Online]. [<http://www.msp.gouv.qc.ca>]

Exercises⁷

An exercise is an activity aimed at improving the municipality's response capability in an influenza pandemic. Its goal is to simulate a pandemic and implement a part or the totality of the *Plan municipal de sécurité civile*, its planning for the maintenance of essential services and the *Pandemic Influenza Specific Response Plan*.

Exercises should be designed to achieve the following goals:

- evaluate the application of the *Plan municipal de sécurité civile*, municipal planning for maintenance of essential services and the *Pandemic Influenza Specific Response Plan*;
- enable resources to understand their own role, meet other resources and understand their respective roles;
- encourage collaboration among municipal resources and those of other organizations;
- train resources (knowledge acquisition, development of skills and attitudes);
- provide information for the possible revision of various municipal plans.

An evaluation meeting should be held within a reasonable time following the exercise. This evaluation should serve, when updating or revising the plan, to make adjustments necessary to the various municipal plans.

The municipality should thus establish a program of exercises both theoretical and practical, or mixed. A register of exercises should be kept up-to-date. Following are some examples:

REGISTER OF EXERCISES PROGRAM				
Type of exercise	Purpose of the exercise (ex.: mobilization, coordination, etc.)	Planned date	Completion date	Personnel involved
Theoretical	Understanding of roles of personnel	2006-02-14	2006-02-14	<ul style="list-style-type: none"> • Elected officials • Administrators • Personnel of various departments
Practical	Verification of alert and mobilization processes	2006-08-23	2006-08-25	<ul style="list-style-type: none"> • All municipal personnel in civil protection
Mixed	Operation of the civil protection organization in a scenario of pandemic influenza	2006-10-19	2006-10-19	<ul style="list-style-type: none"> • Members of the Organisation municipale de la sécurité civile

7. *Idem.*

Access to an employee program of psychological assistance and support⁸

An influenza pandemic will affect both employees' physical well-being and their psychosocial dimension⁹. Many will find themselves in a delicate situation and must deal with their own needs, those of their family and of their loved ones, while at the same time assuming their professional responsibilities. By rapidly identifying those who are particularly affected by the pandemic's psychosocial impacts, it will be possible to take measures likely to avoid their withdrawal from work.

The municipality must recognize the importance of counselling and support offered to its employees in such a situation. To prevent psychological distress reactions, it must provide access for employees in need, to a program of psychological assistance and support. It must review its program of employee assistance or, in the absence of such a program, call on other resources – psychosocial professionals of establishments in the health and social services network, psychologists members of the Ordre des psychologues, etc. – to deal with an increase in demand.

Psychosocial professionals propose various approaches to psychosocial assistance¹⁰:

- regular interventions: crisis interventions, personal, family, or group interventions, support, respite measures, etc.;
- interventions specific to the pandemic: information sessions, activities promoting social solidarity;
- remote interventions: Infosanté telephone services;
- self-help and self-evaluation tools available on the site pandemiequebec.gouv.qc.ca.

Intervention by psychosocial professionals reinforces the well-being of employees and their families by preparing them to confront the pandemic, supporting them during the propagation of the infection, and facilitating their return to a normal life.

The conclusion of agreements for supplementary resources

If it realizes that it hasn't sufficient resources to deal with a disaster such as the pandemic, the municipality can make arrangements with other municipalities, the regional county municipality, the metropolitan community, and businesses and public agencies, to have access in such a situation to supplementary resources necessary for the maintenance of its essential services.

6.4 The planning of communications in an influenza pandemic¹¹

Communications must be planned to enable the municipality to react immediately to provide adequate information from the very beginning of the pandemic. Coherent information will serve to mobilize human resources and achieve public service objectives.

8. The ministère de la Santé et des Services sociaux has produced the guide entitled *Prevention of psychosocial impacts in the context of an influenza pandemic: for employers and workers in Québec* (November 2006). The guide is reproduced in Appendix A.

9. By "psychosocial dimension" we mean everything in the realm of the individual's thoughts and emotions (the psychological dimension) and their relations with their family, loved ones, their work and society (the social dimension).

10. Ministère de la Santé et des Services sociaux, March 2006.

11. Text extracted from or based upon the document entitled, *Pour planifier la réponse au sinistre – Guide à l'intention des municipalités pour l'élaboration d'un plan de mesures d'urgence en cas de sinistre*, ministère de la Sécurité publique, January 1997, [Online]. [<http://www.msp.gouv.qc.ca>]

The municipality must thus adapt its communication strategy in an influenza pandemic, particularly in the following areas: designation of a spokesperson and their substitutes, and measures to provide information addressed both to personnel and to the population and media.

Designation of the municipal spokesperson

To avoid confusion, it is preferable that only one person be authorized to speak in the name of the municipality. Usually, the mayor is the ideal person to play this role. As the highest municipal authority, they are a source of credible information. In a pandemic, citizens will be reassured to see that their mayor is concerned by their health and security.

It is important to choose one or two substitute spokespeople in case the mayor is absent and depending on the situation, other representatives and experts can also be involved, for example the municipal coordinator of civil protection or a public health specialist.

Information addressed to personnel

The municipality must establish means of communication addressed to its personnel, covering the four dimensions of civil protection, “prevention”, “preparedness”, “response” and “recovery”. It must reassure its employees by informing them about necessary preventive measures, municipal measures of preparedness – maintenance of essential services, municipal organization in a pandemic, mobilization of personnel, etc. – and on the status of the situation at all stages, but in particular at the time of response and recovery.

In this perspective, the municipality should install a telephone line reserved for employees. It should also encourage its personnel to consult its website. For those who want to learn more on the subject, there should be a link to the site pandemiequebec.gouv.qc.ca.

Information addressed to the population

The municipality must set up a service to provide general information to the population. In a pandemic, it must pass on information requests to the various resources concerned (example: professionals of the health and social services network). The telephone service of Services Québec could also help to inform the population, especially on health matters. The municipality must encourage the population to access its website after inserting a link to the site pandemiequebec.gouv.qc.ca.

To be able to properly inform its population in an influenza pandemic, the municipality must draw up a list of the different external resources with their contact details (office phone numbers, fax, cell phone, pager, electronic address, etc.) and see that the list is available in easily accessible places.

The general information service should be ready to operate immediately from the moment the pandemic is declared. It is possible to have emergency phone lines installed beforehand to enable them to go quickly into action.

Information addressed to the media

The municipality must prepare document templates to meet the needs of the media for information, for example, news releases describing the status of the situation.

In the influenza pandemic, it could work together with other municipalities as well as with the regional county municipality or the metropolitan community on a joint information strategy addressed to the media.

7 Response to an influenza pandemic

The government response in an influenza pandemic will be based on the activities outlined in the *Plan gouvernemental en cas de pandémie d'influenza – OSCQ*. The response is similar to that made for any other disaster where decisional and operational instructions are issued in accordance with the organizational structure of civil protection¹².

The municipal response will take place in the usual context of the Organisation municipale de la sécurité civile, based on the measures of the *Plan municipal de sécurité civile*, municipal planning of maintenance of essential services and the *Pandemic Influenza Specific Response Plan*. The Organisation municipale de la sécurité civile and the Organisation régionale de la sécurité civile will work together to coordinate their actions.

The main elements to be considered in the response stage are: the rights and responsibilities of the employer and worker under the Act respecting occupational health and safety; the observance of collective agreements and specific agreements in an influenza pandemic; responsibilities of employers with regard to employees concerning labour standards; the alert and mobilization process; communication.

7.1 Rights and responsibilities of the employer and worker in an influenza pandemic¹³

Application of the Act respecting occupational health and safety and its regulations¹⁴

Complaints associated with the Act respecting occupational health and safety

Complaints are forwarded by workers to the appropriate regional branch of the Commission de la santé et de la sécurité du travail through the usual channels. They are filed under the Act respecting occupational health and safety because the employer has the obligation to see that no contaminant emitted adversely affects the health or safety of any person at a workplace. The employer has the obligation to minimize exposure to microorganisms, which are contaminants by definition. The necessary measures must be organized to provide adequate protection to workers.

The worker's right of refusal

A worker has a right to refuse to perform particular work if he has reasonable grounds to believe that the performance of that work would expose him to danger to his health, safety or physical well-being. The exercise of this right must not however put the life, health, safety or physical well-being of another person in immediate danger.

The necessary measures must be taken by the employer to adequately protect workers. If personal protective measures (hand washing, equipment such as masks, protective clothing, gloves, etc.) and collective measures are adequate, the worker would not have sufficient grounds to exercise the right of refusal.

The extent of precautions depends on the degree of contamination of the workplace. For healthcare workers it can be said that the dangers of the presence of microorganisms are well-known and that preventive measures are already in place. Deficiencies in practices endorsed

12. The organizational structure of civil protection is presented in Annex II.

13. For further information, see pandemiequebec.gouv.qc.ca and www.csst.gouv.qc.ca.

14. Act respecting occupational health and safety (R.S.Q., c. S-2.1).

by various national and international bodies, such as the World Health Organization, American Centers for Disease Control and Prevention, Health Canada, etc., could justify the right of refusal.

In this type of case, the representative of the Commission de la santé et de la sécurité du travail must be able to confirm the existence of a danger justifying the exercise of the right of refusal.

Obligations of the worker

The worker must take the necessary measures to protect their health, security or physical well-being. They must abide by the requirements of the prevention program established by their employer and, as needed, wear the personal protective equipment chosen by their health and safety committee.

7.2 Observance of collective agreements and specific agreements in an influenza pandemic

The municipality's collective agreements apply during an influenza pandemic. Specific negotiated agreements¹⁵ have priority over normal working conditions. However, these agreements must comply with laws governing labour relations.

7.3 Responsibilities of employers with regard to employees concerning labour standards

The Commission des normes du travail has prepared a checklist¹⁶ addressed to employers on the application of labour standards in various situations resulting from an influenza pandemic and detailing their responsibilities to employees.

The checklist summarizes:

- provisions of the Act respecting labour standards¹⁷ that allow workers to be absent because of illness or to fulfill family obligations;
- rules that apply if, in order to ensure the maintenance of critical operations or because of a high absenteeism rate, an employer asks employees to do overtime;
- responsibilities of the employer that must shut down their establishment temporarily because of problems of supply or subcontracting, for example;
- working conditions that must be met if employees are asked to replace absent colleagues, take training for a new job or travel from one workplace to another;
- certain provisions in particular concerning vacations, or absence of an employee;
- etc.

15. See section 6.3 of this Guide.

16. The checklist published by the Commission des normes du travail is entitled *Worried about the possibility of a flu pandemic? Reminder sheet outlining the applicable standards*. This document is addressed to employers whose employees are subject to the Act respecting labour standards. It is inserted in Appendix B of this Guide.

A document in question-answer form entitled *In the event that a flu pandemic occurs... Answers to your questions concerning the applicable labour standards* is available on the website of the Commission des normes du travail at the address: <http://www.cnt.gouv.qc.ca>.

17. Act respecting labour standards (R.S.Q., c. N-11).

7.4 Alert and mobilization

The ministère de la Santé et des Services sociaux will closely monitor the progression of the disease jointly with the Public Health Agency of Canada and the World Health Organization. They will alert the Organisation de la sécurité civile du Québec as soon as the World Health Organization moves to phase 6, the phase corresponding to the pandemic's actual appearance in the world¹⁸.

Transmission of the alert will proceed according to the usual mode specified in the *National Civil Protection Plan*. The alert decision will be made at the highest levels and will be propagated as follows: from the Cabinet to the Comité de la sécurité civile du Québec, to the Organisation de la sécurité civile du Québec and to the regional organizations of civil security.

The alert will then be transmitted to the municipalities that will activate their own alert processes and begin to mobilize their resources depending on the situation prevailing in their region at the time.

In a pandemic, the contribution of the "Health" mission will be of particular importance. The Public Health Act¹⁹ gives legal power to the Minister of Health and Social Services to decree, if the situation warrants it, a public health emergency.

Annex V presents the sections of the Public Health Act that define a public health emergency.

7.5 Communication during the response

The government will manage communication during the response, especially in the area of health. The municipality will inform its employees and the population using the various means developed during planning: internal communications, employee information service, public information service, website, media, etc.

As a partner of the *National Civil Protection Plan*, Services Québec will see to the consistency of communications during the government response to an influenza pandemic.

8 Recovery during and after the influenza pandemic²⁰

Recovery measures concern in particular the progressive return of employees to their normal routine and the resumption of normal activities by citizens.

8.1 Recovery at the governmental level

The personnel of the Organisation de la sécurité civile du Québec and regional organizations of civil protection will be demobilized progressively as prescribed in the *National Civil Protection Plan*, the *Plan gouvernemental en cas de pandémie d'influenza – OSCQ*, and the different regional civil protection plans.

18. See table on phases of the influenza pandemic in section 1, "The risk of an influenza pandemic".

19. Public Health Act (R.S.Q., c. S-2.2).

20. Text extracted from or based upon the document entitled, *Pour planifier la réponse au sinistre – Guide à l'intention des municipalités pour l'élaboration d'un plan de mesures d'urgence en cas de sinistre*, ministère de la Sécurité publique, January 1997, [Online]. [<http://www.msp.gouv.qc.ca>]

In an influenza pandemic, there will be a major impact on the social and economic structure. To manage the implementation of more specific recovery measures, the government may consider forming a strategic “recovery” committee whose composition would include the actors most directly concerned or affected during the disaster.

Pandemic recovery measures can be divided into the following categories:

- sanitary sector (management of infected people, epidemiological monitoring, etc.);
- technical sector (management of contaminated waste, etc.);
- social sector (psychosocial intervention, replacement of employees unable to work or deceased, etc.);
- economic sector (financial assistance, management of various sectors: economic, industrial, commercial, biofood, forestry, tourist, structural, etc.).

8.2 Recovery at the municipal level

The return to conditions of normal life is a major part of the municipality’s response to the pandemic’s risks.

Measures for the return of employees to their routine

Specific measures for the return of employees to their normal work are required, among others:

- the gradual withdrawal of personnel mobilized during the response and their return to normal tasks;
- the replacement of personnel mobilized during the response;
- the progressive resumption of activities;
- the redeployment of personnel;
- the replacement of employees unable to work or deceased;
- access to a program of psychosocial intervention;
- application of certain working conditions (permission for vacations, various leaves, etc.).

Measures for the return of the population to normal activities

Specific measures for the return of the population to their normal activities are required, among others:

- the progressive resumption of services to the population;
- the resumption of community activities in municipal public places (libraries, cultural and sports centres, administrative offices, etc.);
- etc.

8.3 Evaluation of the event

The experience of the influenza pandemic may bring to light certain weaknesses in municipal risk management. Despite thorough preparedness, the actual experience can reveal aspects of prevention, planning or implementation that could be improved for this kind of risk.

To learn from the events and reduce potential risks, it is important to take steps to develop a diagnosis and identify solutions.

The main measures to achieve this are:

- the holding of operation assessment sessions (or debriefings, hot and cold) with the various resources that were involved;
- analysis of the event to make corrections or improvements in pandemic risk management;
- writing of a report on management of the crisis and the transmission of recommendations to the authorities;
- development of an action plan for the implementation of recommendations.

8.4 Municipal communications during recovery

Like measures implemented for prevention, preparedness and response during the pandemic, it is primordial during recovery to establish mechanisms to keep personnel and the population informed.

A considerable quantity of information must be communicated to employees and to the population in general. This includes, for example, the status of the situation at the end of the pandemic and its final consequences, decisions taken and measures applied, instructions to be followed for the return to normal, services provided, and available assistance programs and how to apply for them.

9 Checklist and chronological table of actions to be performed and tools to be implemented in an influenza pandemic

The preceding text covers all the activities to be performed and tools to be implemented as a foundation for successful planning against an influenza pandemic.

Just as an airplane pilot performs a systematic verification of the status of their equipment before takeoff, it is suggested here that planning personnel verify the various steps required to ensure the completeness of their planning work in the four dimensions of civil protection, "prevention", "preparedness", "response" and "recovery".

The checklist and chronological table of actions to be performed and tools to be implemented in an influenza pandemic is presented in Annex VI.

10 The support of municipalities to other organizations in an influenza pandemic

In an influenza pandemic, the municipality may be called on to support the ministère de la Santé et des Services sociaux in its attempts to put a break on the appearance or the development of a new virus transmissible between humans, by applying preventive public health measures, adapted to each situation²¹.

It may be asked to support certain other agents of missions of the Organisation de la sécurité civile du Québec (ex.: the ministère des Transports for the “Transportation” mission, the ministère de l’Agriculture, des Pêcheries et de l’Alimentation for the “Biofood” mission, etc.).

The municipality may also make available, to the Organisation régionale de la sécurité civile or other municipalities:

- its human resources;
- premises (multifunctional room, gymnasium, etc.);
- other equipment (heavy machinery, road repair truck, etc.);
- etc.

11 Support from municipal associations and the ministère des Affaires municipales et des Régions

In a pandemic, the municipality can count on the support of municipal associations and the ministère des Affaires municipales et des Régions.

Municipal associations

The Fédération Québécoise des Municipalités (FQM) and The Union des municipalités du Québec (UMQ) possess numerous tools of communication to inform their members.

The Fédération Québécoise des Municipalités uses the following means of communication:

- the magazine QUORUM
- the bulletin Dernière heure
- the bulletin Contact FQM
- les communiqués de la FQM
- the website <http://www.fqm.ca>

21. See section 5 of this Guide: “Prevention of influenza in the workplace”.

The Union des municipalités du Québec communicates with its public through means such as:

- the magazine URBA
- Info Express
- the website <http://www.umq.qc.ca>
- the electronic bulletin (Carrefour municipal)
<http://www.umq.qc.ca/bulletin/index.htm>

The ministère des Affaires municipales et des Régions

The ministère des Affaires municipales et des Régions is responsible for the mission “Technical support to municipalities” of the *National Civil Protection Plan*.

The support it offers municipalities is mostly in the form of advice. Whether in the area of assistance to municipal management or assistance to municipal planning, the ministère des Affaires municipales et des Régions has the specialists required to answer any questions and advise municipalities in the exercise of their civil protection duties.

As a partner of the *National Civil Protection Plan*, the ministry is present in the various government mechanisms of coordination and joint action: the Comité de la sécurité civile du Québec, the Organisation de la sécurité civile du Québec and the Organisation régionale de la sécurité civile. The Ministry will respond to questions and needs expressed by municipalities within the framework of this structure.

It is necessary however to keep in mind that it is the municipality that has the responsibility in case of pandemic influenza, the same as for other risks, to apply the *Plan municipal de sécurité civile*, the *Plan de maintien des services essentiels* and the *Specific Response Plan in a pandemic*. It must be realized that the ministère des Affaires municipales et des Régions can not substitute itself for the municipality in the exercise of this responsibility.



► Annexes

- I. Glossary
- II. The organizational structure of civil protection in Québec
- III. Government planning of civil protection in the event of an influenza pandemic
- IV. Reference table for the identification of essential services and redeployment of human resources
- V. Public health emergency as defined in the Public Health Act
- VI. Checklist and chronological table of actions to be performed and tools to be implemented in the event of an influenza pandemic

ANNEX I

Glossary¹

Alert

Warning provided at the time of an actual or imminent disaster that informs stakeholders of the status of the situation and enjoins them to remain ready to intervene.

Avian flu

See Bird flu.

Bird flu

Infection due to a virus that can affect almost all species of birds, wild or domestic. If the strain is highly pathogenic, the bird flu virus can be transmitted exceptionally to human beings by direct contact with infected species as in the case of the H5N1 virus subtype. This virus subtype has a mutation capability that can allow human-to-human transmission.

Civil protection

Activities and resources established at all levels of society in order to foresee the risks of disaster, eliminate or reduce the probabilities of occurrence of apprehended phenomena or events, mitigate their potential effects, either at the time of or following a disaster, and reduce the harmful consequences on the collectivity.

Comité de la sécurité civile du Québec

The body on which Deputy Ministers and heads of the principal government ministries and agencies involved in disaster management serve, along with the government coordinator of civil protection.

The Comité de la sécurité civile du Québec generally gives direction to and plans government civil protection activities. In normal circumstances, it approves the contents of the *National Civil Protection Plan* and in a major disaster, supervises its deployment. It is directed by the General Secretary of the government of Québec.

Coordination

Action designed to harmonize, combine and rationalize the activity of different authorities or services pursuing identical or comparable goals.

CSCQ

See Comité de la sécurité civile du Québec.

Demobilization

Process by which resources retained at the time of a disaster response are freed from their commitment.

1. This glossary is based on or adapted in large part from the *National Civil Protection Plan*. A document specifying the civil protection terminology is under development. The vocabulary used in this document will be adjusted according to the results of this work.

Essential municipal services

Services, activities, and equipment managed by a municipality or a municipal agency, whose interruption, even for a short time, would have serious consequences for the citizen, the collectivity or the municipality.

Government agencies

Agencies, a majority of whose members are appointed by the Government or a minister, whose personnel is by law appointed in accordance with the Public Service Act (R.S.Q., c. F-3.1.1) or whose capital forms part of the domain of the State.

Influenza pandemic

Epidemic resulting from the emergence of a new strain of influenza virus easily transmissible from human to human.

The new virus would have a unique genetic structure against which the population is not immunized.

Joint action

Action of bringing together partners interested in the development of measures through the establishment of contacts and prior consultations.

Mechanism of joint action and coordination

Mechanism set up by the government of Québec comprising representatives of government ministries or agencies for the purpose of joint action and coordination of their civil protection activities in the areas of "prevention", "preparedness", "response" or "recovery".

Mobilization

Process by which stakeholders and required personnel are assigned to their positions, kept in action or recalled at the time of a response to a disaster.

National Civil Protection Plan

Management framework for all disasters in Québec. It determines the sharing of responsibilities within the government administration in response to events. It is based on the response to fifteen needs likely to arise in the event of a disaster. These needs are referred to in the national plan as "missions".

NCPP

National Civil Protection Plan.

OMSC

See Organisation municipale de la sécurité civile.

ORSC

See Organisation régionale de la sécurité civile.

OSCQ

See Organisation de la sécurité civile du Québec.

Organisation de la sécurité civile du Québec

Mechanism for national joint action and coordination, responsible for planning and coordinating civil protection activities for all of Québec.

The Organisation de la sécurité civile du Québec coordinates interregional planning and if necessary, formulates requests to obtain resources from private, federal, and cross-border sources and from various agencies. It is headed by the government coordinator of civil protection, that is, the Associate Deputy Minister for the Direction générale de la sécurité civile et de la sécurité incendie of the ministère de la Sécurité publique.

Organisation municipale de la sécurité civile

Mechanism of municipal joint action and coordination comprising the different departments of a municipality responsible for implementing the response to an actual or imminent disaster on their territory.

Organisation régionale de la sécurité civile

Mechanism of joint action and coordination responsible for planning the activities of government ministries and agencies present in regions.

The Organisation régionale de la sécurité civile is the extension of the Organisation de la sécurité civile du Québec. It is headed by the regional coordinator of civil protection who is the regional director for civil protection of the ministère de la Sécurité publique.

Pandemic

Epidemic that infects a large number of individuals in a very extensive geographic area.

Pandemic Influenza Specific Response Plan

Document complementary to the *Plan municipal de sécurité civile*, which contains the general plan for disasters. It serves to plan the necessary measures specific to the influenza pandemic, while relating them to the civil protection missions proposed for all types of disaster.

Plan de maintien des services essentiels

Written result of the inventory, evaluation and determination of the services, activities, equipment and human resources of an organization (ministry, municipality, enterprise, etc.) that will contribute to maintaining essential services in a disaster.

In the case of the influenza pandemic, the human resources aspect should be more developed, considering that the rate of absenteeism would probably reach 35%.

Plan gouvernemental de communication en cas de pandémie d'influenza

Government plan outlining the means to coordinate government communications and all actors in an emergency situation to ensure the dissemination of clear and consistent information.

Plan gouvernemental en cas de pandémie d'influenza – OSCQ

Government plan designed to support the ministère de la Santé et des Services sociaux in its actions to put a brake on the appearance or the development and propagation of an influenza virus transmissible from human to human.

Plan ministériel de sécurité civile

Plan of a government ministry or agency which documents the operations following from the *National Civil Protection Plan* and those necessary for the maintenance of its essential services (R.S.Q., c. S-2.3 sec. 60 and 61).

Plan municipal de sécurité civile

Written result of the planning process that describes the resources to be mobilized in the four areas of civil protection, “prevention”, “preparedness”, “response”, and “recovery”, to save lives, provide emergency assistance to people, protect property or mitigate the effects of a disaster.

Planning group

Work group responsible for the development of the *Pandemic Influenza Specific Response Plan*.

Preparedness

Activities and measures intended to strengthen the response capabilities of the collectivity when confronted by disasters.

Prevention

Permanent measures and actions that contribute to eliminate risks, reduce the probabilities of occurrence of apprehended phenomena or events, or mitigate their potential effects.

Recovery

Decisions and activities taken following a disaster to restore social, economic, physical, and environmental conditions of the collectivity and reduce risks of disaster.

Response

Steps taken immediately before a disaster, during it, or immediately after it, to save lives, ensure people’s essential needs and protect property and the environment.

Risk

Combination of the probability of occurrence of an apprehended phenomenon or event, and the scope of resulting consequences on vulnerable elements of the collectivity.

Risk management

Systematic management of administrative decisions, the organization and its resources, operational competencies and responsibilities necessary for the application of policies, strategies and measures of disaster risk reduction.

SRP

Specific Response Plan; see *Pandemic Influenza Specific Response Plan*.

ANNEX II

The organizational structure of civil protection in Québec

The Comité de la sécurité civile du Québec

The Comité de la sécurité civile du Québec (CSCQ) is tied to the Secrétariat général du Conseil exécutif and is chaired by the General Secretary of the government. Its members are Deputy Ministers and officers of government agencies concerned by disaster management. The government coordinator of the Organisation de la sécurité civile du Québec is also a member of the Comité de la sécurité civile du Québec.

The committee's mission is to direct and approve government planning for civil protection. In a major disaster, it supervises government action, and if necessary, reports on the situation to the Prime Minister and Ministers concerned.

The Organisation de la sécurité civile du Québec

The Organisation de la sécurité civile du Québec (OSCQ) comprises the ministerial coordinators of civil protection of ministries and government agencies called on by the Minister of Public Security. The Associate Deputy Minister of the Direction générale de la sécurité civile et de la sécurité incendie (DGSCSI) is the government coordinator of the Organisation de la sécurité civile du Québec, and in this capacity is also a member of the Comité de la sécurité civile du Québec.

The organization's mandate is to promote joint action, planning and coordination of the activities of ministries and government agencies in a major disaster for all of Québec.

The Organisation régionale de la sécurité civile

The Organisation régionale de la sécurité civile (ORSC) comprises the representatives of ministries and government agencies present in regions.

The organization's mandate is to promote joint action, planning and coordination of regional activities of ministries and government agencies in a disaster. It supports the municipality in its work, and implements the decisions of the Organisation de la sécurité civile du Québec at the regional level.

The Organisation municipale de la sécurité civile

The Organisation municipale de la sécurité civile (OMSC) comprises municipal representatives, citizens, and government and private partners of the municipality. Coordination is the responsibility of the official assigned by the municipality, who can be the mayor, the deputy mayor, a municipal official or an official responsible for civil protection in the territory concerned.

The organization's mandate is to prepare, coordinate and implement the municipality's response in a disaster to protect the security of citizens. It can also call on private partners to achieve its ends.

ANNEX III

Government planning of civil protection in the event of an influenza pandemic²

The National Civil Protection Plan and regional civil protection plans

The *National Civil Protection Plan* is the general framework for management of all risks of major disasters for Québec as a whole. It determines the sharing of responsibilities within the government administration in a disaster. The plan is intended to support citizens in any major disaster or when government actions are required.

The *National Civil Protection Plan* is based on the response to 15 needs likely to come to the fore in a disaster. These needs are referred to in the *National Civil Protection Plan* as “missions”. Each *Plan régional de sécurité civile*, pursues the same objectives applied to the various administrative regions.

The Plan gouvernemental en cas de pandémie d’influenza – OSCQ

The *Plan gouvernemental en cas de pandémie d’influenza – OSCQ* is the response of the Québec government to a potential influenza pandemic.

The *Plan gouvernemental en cas de pandémie d’influenza – OSCQ* is designed to protect the health of the population in an influenza pandemic as well as to ensure the greatest possible cohesion in the government’s response.

Mission directors of ministries and agencies concerned by the *National Civil Protection Plan* have also been required to detail their actions related to the risk of pandemic influenza. Similar to the approach of the national plan, they must take into account the four aspects of civil protection, “prevention”, “preparedness”, “response” and “recovery”.

The Québec Pandemic Influenza Plan – Health Mission, regional plans of health and social services agencies and plans of institutions

The *Québec Pandemic Influenza Plan – Health Mission* describes the potential impacts of an influenza pandemic on the health of the Québec population and establishes the basic principles of the response in the area of health and social services.

The plan defines a series of actions to be taken at provincial, regional and local levels to cope with an influenza pandemic. To coordinate regional actions, regional plans to fight an influenza pandemic have been developed by health and social services agencies and are complemented at the local level by those of healthcare institutions.

2. Ministère de la Sécurité publique, October 2006.

The *Plan de communication du gouvernement du Québec en cas de pandémie d'influenza*³

The *Plan de communication du gouvernement du Québec en cas de pandémie d'influenza* outlines the general communication strategy of the "Communication" mission of the *National Civil Protection Plan*.

The plan describes the communications activities based on the phases advocated by the World Health Organization. It also defines the means to coordinate government communications and all actors in an emergency situation to ensure the dissemination of clear and consistent information.

Plans of Québec government ministries and agencies

All ministries and most agencies of the Québec government have produced a Plan de maintien des services essentiels (PMSE). Respondents have been designated for the coordination of this responsibility in their organization, in both the areas of preparedness and response. The Secrétariat du Conseil du trésor coordinates this activity.

The following table summarizes government and municipal organization and planning of civil protection applied to the case of pandemic influenza.

SUMMARY TABLE of government and municipal organization and planning of civil protection applied to the case of pandemic influenza			
Mechanism	Body responsible	Body's role	Planning mandate
Cabinet	Prime Minister	Highest decisional authority	
Comité de la sécurité civile du Québec	General Secretary of the Conseil exécutif	Chairman of committee	Supervision of the development and approval of the <i>National Civil Protection Plan</i> , and <i>Plan gouvernemental en cas de pandémie d'influenza – OSCQ</i>
Organisation de la sécurité civile du Québec	Associate Deputy Minister of the Direction générale de la sécurité civile et de la sécurité incendie (DGSCSI)	Government coordinator in civil protection	Realization of <i>National Civil Protection Plan</i> , and <i>Plan gouvernemental en cas de pandémie d'influenza – OSCQ</i>
Organisation régionale de la sécurité civile	Regional director of the Direction régionale du ministère de la Sécurité publique	Regional coordinator in civil protection	Realization of the <i>Plan régional de sécurité civile</i> and application of the <i>Plan gouvernemental en cas de pandémie d'influenza – OSCQ</i>
Organisation municipale de la sécurité civile	Municipal council	Municipal coordinator of civil protection	Realization of the <i>Plan municipale de sécurité civile</i> , municipal planning of maintenance of essential services and the <i>Pandemic Influenza Specific Response Plan</i>

3. Services Québec, *Plan gouvernemental de communication en cas de pandémie d'influenza*.

ANNEX V

Public health emergency as defined in the Public Health Act⁴

Under section 118 of the Public Health Act:

- The Government may declare a public health emergency in all or part of the territory of Québec where a serious threat to the health of the population, whether real or imminent, requires the immediate application of certain measures provided for in section 123 to protect the health of the population.

According to section 119,

- a public health emergency declared by the Government is effective for a maximum period of 10 days at the expiry of which it may be renewed, as many times as necessary, for a maximum period of 10 days or, with the consent of the National Assembly, for a maximum period of 30 days.
- If the Government is unable to meet immediately, the Minister may declare a public health emergency for a maximum period of 48 hours.

Section 123 stipulates that:

- Notwithstanding any provision to the contrary, while the public health emergency is in effect, the Government or the Minister, if he or she has been so empowered, may, without delay and without further formality, to protect the health of the population:
 - 1° order compulsory vaccination of the entire population or any part of it against smallpox or any other contagious disease seriously threatening the health of the population and, if necessary, prepare a list of persons or groups who require priority vaccination;
 - 2° order the closing of educational institutions or of any other place of assembly;
 - 3° order any person, government department or body to communicate or give to the Government or the Minister immediate access to any document or information held, even personal or confidential information or a confidential document;
 - 4° prohibit entry into all or part of the area concerned or allow access to an area only to certain persons and subject to certain conditions, or order, for the time necessary where there is no other means of protection, the evacuation of persons from all or any part of the area or their confinement and, if the persons affected have no other resources, provide for their lodging, feeding, clothing and security needs;

4. Public Health Act (R.S.Q., c. S-2.2).

- 5° order the construction of any work, the installation of sanitary facilities or the provision of health and social services;
- 6° require the assistance of any government department or body capable of assisting the personnel deployed;
- 7° incur such expenses and enter into such contracts as are considered necessary;
- 8° order any other measure necessary to protect the health of the population.

ANNEX VI

Checklist and chronological table of actions to be performed and tools to be implemented in the event of an influenza pandemic

Notice

The measures contained in the following lists propose a certain number of actions and tools necessary for planning against the risk of pandemic influenza in the four dimensions of civil protection, "prevention", "preparedness", "response" and "recovery".

These measures can not be considered as complete for the realization of planning. It is thus suggested to periodically update checklists to modify measures or add others, if need be.

It is important also to emphasize that some measures included in the prevention list can be implemented at the same time as those contained in the preparedness list. The table following the checklist shows clearly the chronology of implementation of the various measures.

Checklist of actions to be performed and tools to be implemented

MEASURES OF THE PREPARATORY STEP in the development of the <i>Pandemic Influenza Specific Response Plan</i>			
Measures	Completed	In process	Not started
Formation of committee responsible for developing the <i>Pandemic Influenza Specific Response Plan</i>			
• Take the decision at the municipal council level to arm the municipality with a <i>Pandemic Influenza Specific Response Plan</i> .	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
• Take the decision at the municipal council level to form a committee responsible for the plan's development.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
• Determine the roles and responsibilities for the plan's development:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
▸ of municipal authorities;			
▸ of the Director General;			
▸ of the person responsible for the plan's development;			
▸ of the Organisation municipale de la sécurité civile;			
▸ of the planning group.			

PREVENTIVE MEASURES

of the *Pandemic Influenza Specific Response Plan*

Measures	Completed	In process	Not started
Protection of the health of personnel			
<ul style="list-style-type: none"> Obtain information on the influenza pandemic, vaccination, hygiene measures and pandemic influenza response plans from local and regional health and social services agencies. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<i>Vaccination</i>			
<ul style="list-style-type: none"> Set up, if possible, a vaccination clinic against seasonal influenza in municipal workplaces. Draw up the list of employees that would likely be first in line to receive the pandemic influenza vaccine. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<i>Basic employee hygiene</i>			
<ul style="list-style-type: none"> Educate employees: <ul style="list-style-type: none"> to basic measures of personal hygiene: hand washing; respiratory etiquette (ex.: cough and sneeze in the fold of the elbow or in tissue paper, throw the tissue in the garbage and use alcohol-based hand wash, or wash the hands.) Provide employees with personal protective equipment, if required, and make sure they know how to use it. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<i>Collective hygiene measures for employees</i>			
<ul style="list-style-type: none"> See that the workplace is adequately cleaned: <ul style="list-style-type: none"> common spaces; sanitary facilities; personal workstations; etc. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<i>Measures concerning work organization</i>			
<ul style="list-style-type: none"> Issue instructions modifying the frequency and type of meetings among employees (ex. participation in meetings, modification of offices, shared workstations) and between employees and citizens. Develop instructions for travel limitations. Develop a directive to avoid the propagation of influenza in the workplace (for example, by rapidly excluding individuals with flu symptoms) and make sure that employees understand the directive. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<i>Purchase of material in sufficient quantity</i>			
<ul style="list-style-type: none"> Buy products necessary for the implementation of basic hygiene precautions: <ul style="list-style-type: none"> hand hygiene: soap, paper towels, garbage cans, fast-drying antiseptic hand wash, etc.; respiratory hygiene: tissue paper, garbage cans, garbage bags, etc. Buy products necessary for keeping the workplace clean: cleaning products, domestic bleach, etc. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

PREVENTIVE MEASURES of the <i>Pandemic Influenza Specific Response Plan</i> (continued)			
Measures	Completed	In process	Not started
Communication about prevention			
<i>Information for personnel</i>			
<ul style="list-style-type: none"> • Develop a process to transmit the relevant information to employees on the various aspects of pandemic influenza and on measures to protect their health: <ul style="list-style-type: none"> ▶ mode of distribution of information documents; ▶ transmission of information through the municipal website; ▶ a link to the site pandemiequebec.gouv.qc.ca. • Distribute the Québec government brochures and posters on hand hygiene and respiratory etiquette to employees when they are available. • Inform employees on the appropriate time to stay at home if they have symptoms or if they are sick, and encourage them to observe the directives. 	○	○	○
<i>Information for the population</i>			
<ul style="list-style-type: none"> • Make government posters and brochures accessible in municipal buildings. • On the municipal website, and through a link to the site pandemiequebec.gouv.qc.ca, make accessible regular information addressed to citizens on the various aspects of pandemic influenza and on measures to protect their health. 	○	○	○
<i>Information for media</i>			
<ul style="list-style-type: none"> • Prepare templates for media releases, advisories, etc. 	○	○	○

PREPAREDNESS MEASURES

of the *Pandemic Influenza Specific Response Plan*

Measures	Completed	In process	Not started
Organisation municipale de la sécurité civile			
<ul style="list-style-type: none"> Describe the roles and responsibilities of members of the Organisation municipale de la sécurité civile for the planning of the municipal response in an influenza pandemic. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Maintenance of essential public services			
<ul style="list-style-type: none"> Do an inventory of all municipal services, activities and equipment. Determine the essential municipal services, activities and equipment. Establish the list of decision makers and their replacements. Determine employees essential to maintaining essential services; designate essential employees, by workplace and role, for the maintenance of essential services in a pandemic. Plan replacements for the maintenance of essential services. Prepare personnel redeployment scenarios for the maintenance of essential services considering an absenteeism rate of 35%. Draw up a list of employees that can be redeployed. Identify essential suppliers and subcontractors necessary for the maintenance of essential services in a pandemic and verify that they have planned for the maintenance of their essential services in a pandemic. Determine lists of suppliers, subcontractors and other external resources necessary for the maintenance of essential services with their contact details (telephone numbers, cell phone, fax, etc.). 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Human resource management in a pandemic			
<ul style="list-style-type: none"> Decide on labour relations policies for the organization of working conditions in an influenza pandemic considering factors such as illness of parents and children, interruption of public transportation, etc. Maintain contacts and discussions with unions, manager's associations and employees to achieve flexibility for working conditions in a pandemic, and develop agreements if necessary. Evaluate the state of preparedness of partners, suppliers, and subcontractors and develop alternative solutions in case they can not maintain their activities. Establish policies for the workplace and work schedule. Determine policies of employee remuneration and sick leave in a pandemic (ex. leaves not penalized and flexibility in terms of authorized leaves). Provide training sessions and information documents necessary to inform the replacement personnel (ex. retirees, subcontractors, employees with other titles or job descriptions) concerning the kind of work they are assigned to and their responsibilities. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

PREPAREDNESS MEASURES of the <i>Pandemic Influenza Specific Response Plan</i> (continued)			
Measures	Completed	In process	Not started
Human resource management in a pandemic (continued)			
• Provide for access to an employee program of psychological assistance and support for those that request it.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
• Seek agreements of collaboration and pooling of human resources with other municipalities, regional county municipalities, and metropolitan communities.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Planning of communications			
• Adapt the municipal communication strategy to the influenza pandemic and revise it periodically.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
• Designate the municipal spokesperson in a pandemic and one or two substitutes.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
• Provide for information exchange tools and decision making tools.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<i>Information for personnel</i>			
• See that all employees are informed of the <i>Plan municipal de sécurité civile</i> and the <i>Pandemic Influenza Specific Response Plan</i> .	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
• See that all employees are informed of municipal planning for the maintenance of essential services and of its application in their respective departments.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
• Provide for the installation of a phone line specially reserved for employees to keep themselves informed of the status of the situation in their municipality.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
• Develop a telephone chain to inform employees and keep them informed.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
• Encourage personnel to access the municipal website, and the site pandemiequebec.gouv.qc.ca .	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<i>Information for the population</i>			
• Provide for the installation of a special phone line to inform the population on protective measures, the maintenance of essential municipal services, and on the pandemic's evolution, etc.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
• Encourage the population to access the municipal website, and the site pandemiequebec.gouv.qc.ca .	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
• Plan regular dissemination of information to citizens on measures the municipality is taking to maintain essential services and protect their functioning.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<i>Information for media</i>			
• Prepare templates for public communications, and media releases reporting on the situation, advisories, etc.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

RESPONSE MEASURES

of the *Pandemic Influenza Specific Response Plan*

Measures	Completed	In process	Not started
Application of the Act respecting occupational health and safety and its regulations <ul style="list-style-type: none"> • Take necessary preventive measures to adequately protect the health of employees. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Application of the Act respecting labour standards and its regulations <ul style="list-style-type: none"> • Apply labour standards and assume responsibilities with regard to employees in the different situations in an influenza pandemic. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Alert and mobilization <ul style="list-style-type: none"> • Activate the process of municipal alert. • Open the municipal coordination centre. • Collaborate with the Organisation régionale de la sécurité civile during the entire response. • Mobilize resources as outlined in the municipal planning for maintenance of essential services and the <i>Pandemic Influenza Specific Response Plan</i>. • Implement all measures specified for prevention and preparedness in the <i>Pandemic Influenza Specific Response Plan</i>. • Hold regular meetings to assess operations with the various organizations and stakeholders concerned. • Analyze the results of evaluation sessions. 	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
<i>Consideration of financial expenditure</i> <ul style="list-style-type: none"> • Take note of all costs incurred during the response with a view to reimbursement under a governmental program. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<i>Psychosocial assistance</i> <ul style="list-style-type: none"> • Provide employees that require it, access to psychological consulting and support services. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Communication during response			
<i>Information for personnel</i> <ul style="list-style-type: none"> • Keep employees constantly informed on the pandemic's evolution, and on the response itself, using the various means implemented in the <i>Plan municipal de sécurité civile</i>, municipal planning for maintenance of essential services and the <i>Pandemic Influenza Specific Response Plan</i>: <ul style="list-style-type: none"> ▶ internal communications; ▶ employee information service; ▶ use of the telephone chain, if necessary; ▶ website; ▶ link to the site, pandemiequebec.gouv.qc.ca; ▶ etc. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

RESPONSE MEASURES of the <i>Pandemic Influenza Specific Response Plan</i> (continued)			
Measures	Completed	In process	Not started
<i>Information for the population</i>			
<ul style="list-style-type: none"> • Inform the population on the pandemic's evolution, on the response itself, and on related issues through the various means implemented in the <i>Plan municipal de sécurité civile</i>, municipal planning for the maintenance of essential services, and the <i>Pandemic Influenza Specific Response Plan</i>: <ul style="list-style-type: none"> ▸ communications to the population; ▸ information service addressed to the population; ▸ website; ▸ etc. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<i>Information for media</i>			
<ul style="list-style-type: none"> • Keep the media constantly informed on the pandemic's evolution, and on the response itself, using the various means implemented in the <i>Plan municipal de sécurité civile</i>, municipal planning for maintenance of essential services and the <i>Pandemic Influenza Specific Response Plan</i>. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

RECOVERY MEASURES of the <i>Pandemic Influenza Specific Response Plan</i>			
Measures	Completed	In process	Not started
Return to normal life			
<ul style="list-style-type: none"> • Implement measures to return to normal functioning for personnel who have participated in the response. • Manage the social impact (psychological impact, replacement of employees unable to work or deceased, etc.) and progressively resume activities for a return to normal work. • Provide access to psychological consulting and support services. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Evaluation of the event			
<ul style="list-style-type: none"> • Hold hot and cold sessions to evaluate operations (or debriefings) with various stakeholders and organizations that were involved. • Analyze the results of the evaluation sessions in order to identify corrective actions or improvements to be made in management of the pandemic's risk or other risks. • Determine the financial results of the operation with a view to reimbursement under governmental programs. • Draw up a report on the disaster assessing the results of the municipal response. 	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

RECOVERY MEASURESof the *Pandemic Influenza Specific Response Plan* (continued)

Measures	Completed	In process	Not started
Communication in recovery			
<i>Information for personnel</i>			
<ul style="list-style-type: none">• Inform personnel concerning post-pandemic status of the situation, the final consequences, and instructions to be followed for the return to normal.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<i>Information for the population and media</i>			
<ul style="list-style-type: none">• Inform the population and media concerning post-pandemic status of the situation, the final consequences, instructions to be followed for the return to normal, services offered, and assistance programs available and how to apply for them.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

CHRONOLOGICAL TABLE OF ACTIVITIES TO BE PERFORMED AND TOOLS TO BE IMPLEMENTED IN A INFLUENZA PANDEMIC													
Measures	Post-pandemic period (in months)												
	Pandemic period (in weeks)												
Measures	Pre-influenza period From January 2007 (in months)												
	J	F	M	A	M	J	J	A	S	O	N	D	*
PREVENTION													*
Protection of the health of personnel													
<i>Vaccination</i>													
• Provide information about vaccination (seasonal influenza)													
• List people to be vaccinated in a pandemic													
<i>Basic employee hygiene</i>													
• Educate employees on hand washing													
• Educate employees on respiratory etiquette													
• Provide personal protective items													
• Verify that employees can use these items													
<i>Collective hygiene measures for employees</i>													
• See that the workplace is cleaned													
<i>Measures concerning work organization</i>													
• Issue instructions on work organization													
• Develop instructions for limiting travel													
• Create a directive for individuals with symptoms													
<i>Purchase of basic hygiene material</i>													
• Buy hand hygiene products													
• Buy respiratory etiquette products													
• Buy products for keeping the workplace clean													

*Ongoing

CHRONOLOGICAL TABLE OF ACTIVITIES TO BE PERFORMED AND TOOLS TO BE IMPLEMENTED

IN A INFLUENZA PANDEMIC (continued)

Measures	Pre-influenza period From January 2007 (in months)												Pandemic period (in weeks)												Post-pandemic period (in months)																							
	J	F	M	A	M	J	J	A	S	O	N	D	*	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	*	1	2	3	4	5	6	7	8	9	*								
PREVENTION (continued)																																																
Communication about prevention																																																
<i>Information for personnel</i>																																																
• Develop a process for transmitting information																																																
• Provide information through the municipal website																																																
• Create link to pandemiequebec.gouv.qc.ca																																																
• Distribute brochures and posters from Québec government																																																
• Provide information about procedure in case of illness																																																
<i>Information for the population</i>																																																
• Make brochures and posters available from Québec government																																																
• Provide information through the municipal website																																																
• Create link to pandemiequebec.gouv.qc.ca																																																
<i>Information for media</i>																																																
• Prepare communications templates																																																

* Ongoing

CHRONOLOGICAL TABLE OF ACTIVITIES TO BE PERFORMED AND TOOLS TO BE IMPLEMENTED IN A INFLUENZA PANDEMIC (continued)																	
Measures	Pre-influenza period From January 2007 (in months)				Pandemic period (in weeks)				Post-pandemic period (in months)								
	J	F	M	A	M	J	J	A	1	2	3	4	5	6	7	8	9
PREPAREDNESS																	
Organisation municipale de la sécurité civile																	
<ul style="list-style-type: none"> Specify roles of OMSC members 																	
Maintenance of essential public services																	
<ul style="list-style-type: none"> Do inventory of services, activities and equipment List essential services, activities and equipment Determine decision makers and their replacements Determine essential employees Plan replacements for every position Develop redeployment scenarios (35%) List essential suppliers (and others) Require a continuity plan from suppliers Document contact details of suppliers, etc. 																	
Human resource management																	
<ul style="list-style-type: none"> Decide labour relations policies Maintain links with unions, etc. Obtain flexibility on working conditions Develop alternative solutions Establish policies for the workplace Establish policies for sick leaves Provide training to municipal employees 																	

*Ongoing

CHRONOLOGICAL TABLE OF ACTIVITIES TO BE PERFORMED AND TOOLS TO BE IMPLEMENTED IN A INFLUENZA PANDEMIC (continued)																	
Measures	Pre-influenza period From January 2007 (in months)																
	J	F	M	A	M	J	J	A	S	O	N	D	*				
RESPONSE	Pandemic period (in weeks)																
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	*
Application of the Act respecting occupational health and safety	Post-pandemic period (in months)																
	1	2	3	4	5	6	7	8	9	*							
Application of the Act respecting occupational health and safety <ul style="list-style-type: none"> Take measures to protect employee health 																	
Application of the Act respecting labour standards <ul style="list-style-type: none"> Comply with the Law 																	
Alert and mobilization <ul style="list-style-type: none"> Activate the process of municipal alert Open the municipal coordination centre Collaborate with the ORSC throughout the response Mobilize resources anticipated in various plans Hold operation evaluation sessions Analyze the results of evaluation sessions Provide access to psychological assistance services 																	
Communication during the response <ul style="list-style-type: none"> <i>Information for personnel</i> <ul style="list-style-type: none"> Provide information on progression of the event <i>Information for the population</i> <ul style="list-style-type: none"> Provide information on progression of the event <i>Information for media</i> <ul style="list-style-type: none"> Provide information on progression of the event 																	

*Ongoing

CHRONOLOGICAL TABLE OF ACTIVITIES TO BE PERFORMED AND TOOLS TO BE IMPLEMENTED IN A INFLUENZA PANDEMIC (continued)																							
Measures	Pre-influenza period From January 2007 (in months)				Pandemic period (in weeks)				Post-pandemic period (in months)														
	J	F	M	A	M	J	J	A	S	O	N	D	*	1	2	3	4	5	6	7	8	9	*
RECOVERY																							
Return to normal																							
• Progressively resume activities																							
• Replace incapacitated or deceased employees																							
Evaluation of the event																							
• Manage psychosocial impacts																							
• Hold operation evaluation sessions																							
• Analyze the results of evaluation sessions																							
• Make corrections in risk management																							
• Produce a report assessing the results of the disaster																							
Communication in recovery																							
<i>Information for personnel</i>																							
• Provide information on the status of the post-pandemic situation																							
• Provide instructions for the return to normal																							
<i>Information for the population and media</i>																							
• Provide information on the status of the post-pandemic situation																							
• Provide instructions for the return to normal																							
• Provide information on assistance services and programs																							

*Ongoing



► Appendices

- A. Prevention of psychosocial impacts in the context of an influenza pandemic: for employers and workers in Québec
- B. Worried about the possibility of a flu pandemic? Reminder sheet outlining the applicable standards

APPENDICES A AND B

Two documents, in the form of appendices, complete the information in this Guide:

- *Prevention of psychosocial impacts in the context of an influenza pandemic: for employers and workers in Québec*, from the ministère de la Santé et des Services sociaux;
- *Worried about the possibility of a flu pandemic? Reminder sheet outlining the applicable standards*, from the Commission des normes du travail.

These two documents are accessible on the site pandemiequebec.gouv.qc.ca.

