

MUNICIPAL CRISIS MANAGEMENT: PANDEMIC RESPONSE PLAN

[INSERT MUNICIPALITY NAME HERE]

This is the Pandemic Response Plan for the [*Insert municipality name here*]. It is a hazard-specific plan and provides specific guidance and an organizational framework for supporting those who live and work in the municipality during the crisis.

Version: 1.0

TEMPLATE STRUCTURE

- *This template is intended to be used as a guide for municipalities in Jordan to assist in crisis management planning around pandemic events. (It is important to note that the plan can be adapted to other crisis situations)*
- *Content in [**bold italics in square brackets**] will be replaced by a municipality's specific content*

This Template has been created by the Federation of Canadian Municipalities Jordan Municipal Support Project (JMSP) and aligns with World Health Organization information on pandemics and their applicable crisis management considerations and potential actions. Please contact the JMSP office with questions and comments about this Template.

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Overview

This pandemic response plan is for public health events that are pandemic in nature and where the principle issue is human health, and reducing the consequential impact on essential services provided by the **[insert municipality name]** as a local government in the Hashemite Kingdom of Jordan (Jordan).

Biological agents are the cause of pandemic events and include viruses, bacteria, fungi, and other microorganisms and their associated toxins. They have the ability to adversely affect human health in a variety of ways, ranging from mild, allergic reactions to serious medical conditions and death.

Pandemics can result from:

- Accidental exposure to pathogens (disease causing agents) in the context of biomedical diagnostics and research;
- Significant shortages of drugs and biologics;
- Intentional use of pathogens or biotoxins against humans, plants, or animals for harmful purposes.

What is COVID-19?

COVID-19 is the infectious disease caused by the most recently discovered coronavirus. This new virus and disease were unknown before the outbreak began in Wuhan, China, in December 2019. COVID-19 is now a pandemic affecting many countries globally. The first case of COVID-19 was diagnosed in Jordan on March 2, 2020.

Purpose and Scope

The purpose of this *Pandemic Response Plan* is to outline the course of action that will be taken by the **[insert municipality name]** during a pandemic. The plan provides the steps and process overviews for supporting response efforts based on the needs of the pandemic emergency, as well as ensuring the safe continuation and recovery of essential municipal services that may be suspended due to the pandemic event.

The scope of this plan is limited to the activities of the **[insert municipality name]** outside of the health system and describes the ways in which the **[insert municipality name]** responds to the pandemic, and coordinates and interacts with health partners and the National level of government to support public health. The medical response for pandemics will be managed by those agencies responsible for disease control and public health - under the Ministry of Health. The **[insert municipality name]** will support health authorities as requested and directed during a pandemic response in accordance with the directives from the National government.

This plan is generalized to consider any type of pandemic (typically influenza pandemics); however specific information related to the ongoing recent COVID-19 pandemic is considered for planning purposes.

Pandemic Response Objectives

Ensuring Employee Protection

Take reasonable measures to reduce employee absenteeism by creating a workplace that reduces the risk of exposure to the pandemic disease. Provide a caring, supportive work environment during this time of increased stress.

Maintaining Essential Services

Protecting and maintaining critical community services including **[police, fire, transportation, water and sewer services (add or delete critical services as relevant to your municipality)]**. The loss of these would make the effects of the pandemic on the community even worse. Ensuring that the dependency services are also still operational is also key- **[insert those services which critical services depend upon to function, such as finance, human resources, information technology, legislative services, etc...]**

Responding to the Needs of the Emergency

The local government will be required to coordinate its own response to the pandemic emergency. It may be called upon to support the emergency response efforts of the National government, the Ministry of Health and other health agencies, and neighbouring communities. Support that may be requested of municipal governments could include:

- Implementing executive orders from the National level of government, as well as directives from the Ministry of Health and health agencies to maintain public safety and reduce the risk of disease exposure and transmission among municipal staff and the public;
- Ensuring public health priorities are met such as the closure of public spaces as needed (parks, playgrounds, streets);
- Assisting the Ministry of Health in promoting the communication and consistent application of public health guidance, including amplifying the key messages through municipal communications channels and supporting local public health campaigns;
- Providing municipal facilities for temporary use for health care services, isolation/quarantine, and vaccination;
- Providing information to health authorities on the local population and other local needs. The municipality should maintain an up-to-date inventory of who is in the community, especially seniors, the young, people with special needs etc;
- Maintaining an updated list of resources that could be used should a pandemic occur (e.g. trucks for spraying streets with disinfectant);
- Assisting with emergency social support to members of the community, including non-medical care, transportation and monitoring the health status of the sick;
- Supporting the respective authorities in the provision of services for the deceased;
- Supporting with childcare to help essential municipal staff continue with their duties;
- Connecting members of the public and businesses with any support resources that may be made available (either at the municipal level or by other levels of government/external organizations);
- If possible and resources allow, ensuring that assets are in place to allow employees to work remotely;
- Developing policies and protocols designed to protect the health of any staff members who do have to come into the municipal office (such as members of the Crisis Management Team and essential service workers);

- creating a plan to ensure the organization's financial survival, such as reducing expenses or reallocating budgeted items;
- ***[Insert any other items the municipality may be responsible for supporting during a pandemic and amend/delete any of the above that are not relevant].***

Plan Activation

In Jordan, the Ministry of Health is the lead ministry for human disease events, including pandemics. The activation of this Plan will be determined through consultation with the Ministry of Local Administration, and recommendation from, the Ministry of Health or the National Government.

Standing up the Advanced Planning Unit

Prior to any pandemic being declared, the situation may require an activation of an Advance Planning Unit to coordinate preliminary planning and preparation for future impacts to the ***[insert municipality name here]***. The Advanced Planning Unit will become part of the municipal Crisis Management Team (CMT) once the CMT is activated.

Potential triggers for standing up an Advance Planning Unit may include:

- Warnings issued by Jordan's Ministry of Health.
- Credible indications of a potential pandemic affecting the ***[insert municipality name here]*** due to existing conditions of widespread illness elsewhere in the world.

Standing up the Municipal Crisis Management Team (CMT)

If/when the World Health Organization designates a pandemic, or in response to imminent impacts to the community, the ***[insert municipality name here]*** will activate the municipal CMT. The CMT will respond to the pandemic as described in this Plan.

COVID-19 and the Municipal Crisis Management Team

For COVID-19, indicators to watch when deciding whether to activate or scale up the number of staff involved in the CMT could include a significant rise in the number of new cases, and a rise in the number of hospital admissions.

Emergency Response Planning Considerations

Pandemics are unique from other hazard events in various ways including:

- The event is not isolated and will stretch across regional, national and international borders at the same time, straining internal staff capacity and resources, and the capacity for external support through additional human resources and the supply of goods and services.
- Nearly simultaneous impacts across jurisdictions could reduce the effectiveness of existing mutual aid or service agreements between governments, agencies and corporations as spare capacity becomes scarce.
- Supply chain disruptions could occur for a number of reasons, including restrictions on transportation or a reduced production of goods due to pandemic impacts on suppliers or workforce.

- Contract services may be impacted and can delay or stop work on community projects and/or construction. This can occur as a result of pandemic impacts to contract workforce, supply chain disruptions, restrictions on travel or transportation, or other issues.
- Uncertain timing and impacts of pandemics require flexibility in order to address emergency needs as determined by the event. Modelling of the spread of transmission by health authorities assists with EOC scenario planning to mitigate this uncertainty and facilitate the required flexible response.
- A pandemic is typically a longer-term event which may have multiple peaks (also called waves). As a result, operational requirements and considerations are different from events with a shorter duration.
- Unlike other emergency events, which are often managed at the local level and then supported by the National level as required, pandemics are communicated from the international and national level to the local levels via health authorities.
- For influenza pandemics, vaccine development will begin as soon as the vaccine seed strain is developed and delivered to the manufacturer. It may take several months to produce a vaccine. For novel pandemics, development of a new vaccine may take years.

Specific assumptions related to the COVID-19 pandemic

- No vaccine or significant treatment is available until at least after Winter 2021
- The timeframe for a possible second wave is within 6 months (We are already there, should be removed or updated)
- The timeframe for a full recovery will take up to or greater than 12 months
- No serious exacerbating factors occur before February 2021 (natural disasters, etc.)
- Borders open to international travel but remain carefully controlled

Municipal Crisis Management Team

The municipality must identify who will manage their pandemic response. This should involve the creation of a Crisis Management Team (CMT), which can help coordinate, divide, and delegate the many responsibilities. A CMT is a select group of municipal staff members responsible for responding to the needs of the pandemic, as well as keeping the essential services of local government running during a crisis. Members of the CMT will be required to step away from their day-to-day responsibilities and participate in the CMT full-time; this is why it is important to consider in advance who will be on the CMT and who will cover which roles.

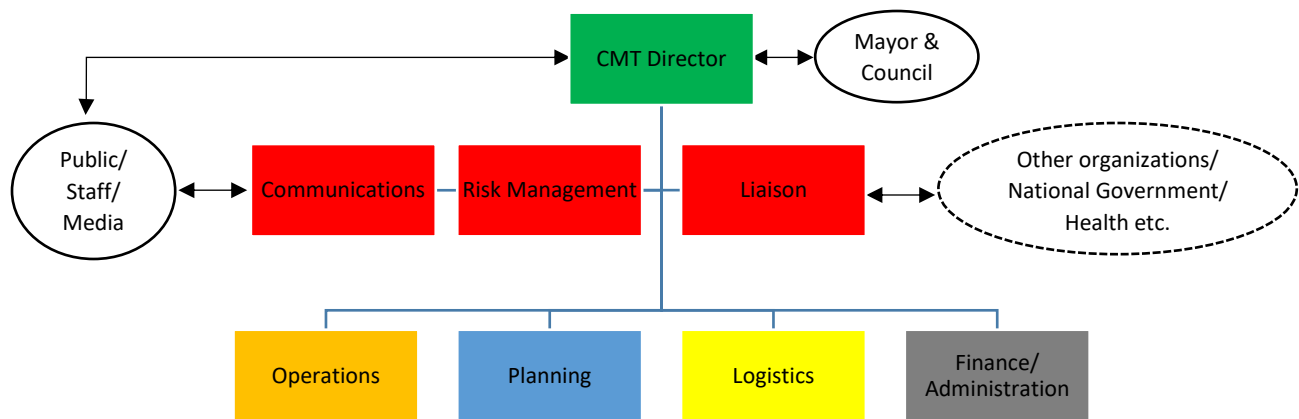


Figure 1 Basic municipal Crisis Management Team structure

Key CMT Functions and Responsibilities

The following are some of the essential functions and responsibilities of the municipal CMT. It is important to note that a CMT can be scaled depending on the size of a municipality and availability of staff; one staff member can fulfil multiple functions, or if the crisis is very large, multiple staff may fulfil a function and teams may be established to help divide the work.

The nature of working in a CMT can be stressful, due to the demands and the intensity of the situation. Regular breaks after a prolonged period of working in the CMT will be necessary. The CMT will require backup personnel to fulfil key functions to enable shift changes and appropriate coverage when staff go on leave.

CMT Director

The CMT Director oversees overall management responsibility for the coordination between emergency response and supporting agencies in the municipality and sets priorities for response efforts. The Director position should be staffed by a senior member of staff that has the authority to make decisions and commit resources.

Pandemic response activities may include:

- Maintain a general situational awareness of other hazard events that may impact the municipality at the same time as the pandemic (such as snowstorms, floods, etc.)
- Keep the Mayor and Council informed of pandemic specific impacts to the municipality's citizens and businesses, as well as response measures undertaken in the community by the Ministry of Health, other responding government agencies and non-governmental organizations.
- Ensure that all required essential services are continuing to be delivered (e.g. **[solid waste management, water, etc.- list all essential services relevant here]**)
- Ensure that the municipal CMT is adequately staffed to meet response needs, with a particular focus on the potential for staff illness to impact CMT staffing in the context of pandemic.
- [Insert any other items the CMT Director may be responsible for during a pandemic]**

Communications

The Communications function of the CMT is responsible for communicating relevant, timely information to the CMT, municipal staff, and the public (including citizens, businesses, external organizations, and the media).

Pandemic response activities may include:

- Amplify the effect of executive and public health orders and guidance by sharing relevant messages using municipal communications channels available, including ***[print media (signs, newspapers, notice boards), the municipal website, social media and through messaging from the Mayor and Council]***.
- Develop an organizational and public communication plan to meet the needs arising from the specific pandemic emergency.
- Assist Mayor and Council in developing and delivering their key messages to citizens.
- Monitor media channels for items relevant to the ***[insert municipality name here]***, including press briefings delivered by health officials.
- Coordinate with staff from nearby municipalities to deliver joint or mutually supporting pandemic messaging, such as travel advisories for potential visitors, in order to deliver consistent and unified messages from all local authorities that occupy the shared geographical region or governate.
- Develop messaging that may be required for emergency events such as other disasters like snowstorms or floods that may occur simultaneously with the pandemic.
- Identify additional staffing requirements to meet the communications needs of pandemic response.
- [Insert any other items the Communications function may be responsible for during a pandemic]***

Liaison

The Liaison function of the CMT is responsible for engaging with other stakeholders within the municipality as well as externally, in order to improve situational awareness. This could include officials from the National Government, the Ministry of Health, non-governmental and community organizations delivering services, and others.

Pandemic response activities may include:

- Maintain open communications and information sharing with the National Government, relevant Health Authorities (including the Ministry of Health), neighboring municipalities, and other organizations as required.
- Maintain a general situational awareness of other hazard events that may impact the municipality concurrent with the pandemic and update the CMT Director.
- [Insert any other items the Liaison function may be responsible for during a pandemic]***

Risk Management

As the CMT makes decisions in response to the crisis, someone with knowledge of municipal legal matters will need to review those decisions to make sure the CMT's actions are not inadvertently putting the organization into legal jeopardy.

Pandemic response activities may include:

- Maintain a Risk Registry that captures and integrates all known organizational risks as they pertain to the pandemic, pandemic response measures, business continuity measures, or emergency response measures to other risk events that may be occurring concurrent with the pandemic.
- Consider pandemic-specific risks as they pertain to the PEARL Framework:
 - People
 - Environment
 - Assets
 - Reputation
 - Liabilities.
- Have oversight of CMT response measures to ensure that the CMT is acting in accordance with various Ministerial Orders, bylaws, or policies that may be issued by other government agencies in response to the pandemic.
- [Insert any other items the Risk Management function may be responsible for during a pandemic]***

Operations

The Operations function is responsible for coordinating all operational support activities as agreed by the CMT and approved by the CMT Director.

Pandemic response activities may include:

- Develop and deploy signage indicating closure of public facilities, as required.
- Coordinate the implementation of National Government Executive Orders and Ministry of Health directives, such as disinfecting streets and public places.
- Be prepared to conduct situation-specific response tasks designed to minimize the pandemic's impact on the municipality's physical, mental, and economic well-being.
- Be prepared to develop and coordinate community support structures that may be required in the event of a quarantine, including systems for the distribution of food and goods for people unable to leave their homes.
- Develop and implement policy and procedure to enable the continuity of essential local government services such as water, wastewater and solid waste management.
- [Insert any other items the Operations function may be responsible for during a pandemic]***

Planning

The Planning function is responsible for researching, evaluating, and disseminating information on issues as requested by the CMT. The Planning function should engage in Advanced Planning and consider different scenarios for how the pandemic will affect the municipality; this will help devise strategies for future response activities.

Pandemic response activities may include:

- Research and develop response tasks for the CMT that address the specific pandemic requirements at hand. Consider issues of:

- Food security for the municipality. Travel restrictions or quarantine orders may prevent community members, especially those with elevated health risk factors, from being able to acquire essential grocery and medical needs by their regular means.
 - Mental health of citizens. Health agencies may encourage or order physical distancing measures to reduce a pandemic infection rate, which can lead to feelings of social isolation, alongside the overall stress of living with the risks associated with pandemic.
 - Economic impacts due to the pandemic. Local businesses that rely on tourism may see fewer patrons during a pandemic. Restaurants and service industry businesses may have to reduce capacity or close temporarily. Further, the global economic system is likely to experience negative shocks that will have ripple effects in local economies.
 - Potential demographic shifts among the community due to the pandemic. As people and businesses adapt to pandemic conditions, it is possible that the municipality could see certain types of workers migrate into or out of communities. Visiting seasonal workers may return home, and employees who have lost their jobs may move from urban centres and into smaller communities (or vice versa) for perceived improvements in economic and social opportunities.
- Research and develop long term pandemic adaptation and recovery measures that can be implemented by the municipality for the benefit of its communities.
 - [Insert any other items the Planning function may be responsible for during a pandemic]***

Logistics

The Logistics function is responsible for providing facilities, services, personnel, equipment and materials.

Pandemic response activities may include:

- Support the delivery of municipal essential services by procuring resources as necessary (e.g. additional vehicles, cleaning supplies, PPE, signage, barricades, etc.)
- Facilitate the efficient operation of the CMT through the supply of all necessary equipment and supplies.
- [Insert any other items the Logistics function may be responsible for during a pandemic]***

Finance/Administration

The Finance/Administration function is responsible for all of the CMT's financial and administrative activities.

Pandemic response activities may include:

- Provide analysis and recommendations to the CMT Director about financial impacts of the pandemic to the organization and delivery of services, including expenses that are incurred from responding to the needs of the pandemic.
- [Insert any other items the Finance/Administration function may be responsible for during a pandemic]***

Potential Activities for Pandemic Response

The following list outlines some of the activities, challenges, and consequences the municipality may need to manage at the CMT, organizational, or community levels because of a pandemic:

[Municipality Name] CMT Activities and Challenges in Pandemic Response

- Consistent and ongoing information for the public will be required regarding the level of risk, preventative measures, and how the municipality will continue to deliver essential services and to detail any services disruptions. Additional communication efforts may be required to establish and maintain public trust in the local government, the health system, and other important sources of information.

[Municipality Name] Organizational Level Activities and Challenges in Pandemic Response

- The maintenance of regular municipal services (and at all levels of government) may be interrupted or reduced due to staff shortages. The municipality may need to develop modified business practices in order to maintain critical services. These modified practices may include staggered shifts to reduce how many staff are on site at one time, which can create scheduling challenges; working from home remotely for staff, which can impact productivity; or staff layoffs which can present challenges when re-hire is required to fill those positions again at a future date.
- New or amended policies and bylaws may need to be developed in order to facilitate the response to a pandemic and to address key issues.
- If school and daycare closures are recommended by the Ministry of Health, it may impact municipal staff availability if they are required to provide care for their children during working hours (this may disproportionately affect women as the main providers of childcare within the family unit).

[Municipality Name] Community Level Activities and Challenges in Pandemic Response

- An extended public health emergency will likely result in an increased demand for psychosocial support services.
- If school and daycare closures are recommended by the Ministry of Health, it will result in increased demands on parents and the need for guidance to schools regarding levels of risk and appropriate public health measures.
- A pandemic may impact the municipality's multi-modal transportation network, including both government and industry provided transportation services. These impacts may include a reduction of transit services, including bus lines due to decreased ridership or concerns for staff safety. It can also impact protocols employed at airport terminals, or require road closures to enforce quarantine orders.
- The health structure may require extraordinary measures of support in order to maintain required levels of service and coordinate the health response, including deployment of the Armed Forces or a voluntary recall of retired health practitioners.

Possible Impacts to the Local Economy

Pandemics may impact the economy over the short and long-term and in a variety of ways, such as:

- Decreased production levels due to illness of workers;
- Temporary loss of jobs and business closures (particularly small to mid-size enterprises) due to loss of revenue in the service industry and tourism;
- Reduction or restrictions on public gatherings intended to limit the spread of infectious disease among closely gathered people;
- Potential impact to supply chains due to impeded transportation, reduced availability of workforce, or loss of international suppliers also affected by a global pandemic;
- A negative impact to the agricultural sector due to plant or animal disease, loss of workers due to illness or travel restrictions, or loss of access to markets in the event that other jurisdictions take precautionary measures by restricting imports;
- Adverse ripple effects in the world-wide investment community leading to local impacts, including the potential for lower pension fund income for retirees and widespread economic recession; and
- Decreased activity within the hospitality and tourism industry due to travel restrictions and public health orders.

Please note the preceding consequences include extreme scenarios and the extent of these impacts and countermeasures will be determined by the characteristics of the disease. Not all pandemics will overtax the health, economic and/or social support systems and local government response may not proceed beyond the advance planning stage.

Cross-Government Roles and Responsibilities

Response to pandemics differs from other emergency responses as it consists of a top-down approach, where local government takes direction and guidance from the National Government, the Ministry of Local administration and the Ministry of Health, and the National Government considers guidance and direction from international agencies, specifically the World Health Organization (WHO). The following list outlines some of the roles and responsibilities of the different levels of government in response to pandemics.

National Government

- Facilitates coordination of the overall national response;
- Supports development of technical guidance, technical and policy recommendations, protocols, orders, and other products that may be required to facilitate a consistent national response;
- Acts as the national focal point for the WHO on all pandemic matters and manage all international aspects of the response to a public health event caused by a biological agent (e.g., technical discussions, aid requests);
- Sees that risk assessments are prepared and communicated, as required;
- Facilitates the acquisition of extra medical supplies;
- Provides travel health notices and other health-related information relevant to international travel;
- Exercises Executive Powers to protect public health by taking comprehensive measures to help prevent the introduction and spread of communicable diseases in Jordan. Such measures may

include, but are not limited to, the screening, examining and detaining of arriving and departing international travelers, conveyances (e.g., airplanes and cargo trucks) and their goods and cargo;

- Provides regulatory authorization to market medical countermeasures (i.e., medications and vaccines);
- Acts as the focal point for vaccine manufacturers and international regulatory collaboration;
- Provides regulatory authorization to conduct clinical trials;
- Negotiates with manufacturers and establishing contracts for the purchase of medical countermeasures and/or medical equipment (e.g., ventilators);
- Conducts national monitoring of adverse reactions to medications and vaccines.

Ministry of Health

- Directs the response activities of health sector partners;
- Provides health services, including acute care, home care, long term care, community care, public health and ambulance services;
- Contributes to the development, review and approval of technical guidance, technical and policy recommendations, protocols, and other products that may be required to facilitate a consistent response;
- Provides public health messaging and guidance;
- Conducts surveillance and reporting data to the federal level as required under the International Health Regulations and as agreed upon for the duration of the public health event response;
- Provides medications and/or vaccines to recommended populations;
- Shares information regarding distribution and use of medications and vaccines, as may be developed and available, in their respective jurisdictions;
- Monitors and reports adverse vaccine reactions;
- Develops plans to increase surge capacity;
- Develops and maintains memoranda of understanding and protocols, as needed, to facilitate regional movement of patients and licensed health care professionals during a response and other aspects of mutual aid;
- Develops, as necessary, a strategy for collecting and monitoring data on health care service use;
- Assists the health authorities in emergency procurement and delivery of medical supplies, equipment and pharmaceuticals;
- Works collaboratively to establish protocols and guidelines for prioritizing health care services during times of high service demand and staff or supply shortages in their respective jurisdictions.

Other National Government Agencies

[Need to insert which other government agencies have played a role in pandemic response/support e.g. Education, Economy, Defense...?]

Mayor and Council

The role of the Mayor and Council members are primarily to provide information and leadership to the public; and provide regulatory support and authority for response activities working in concert with the CMT Director.

Municipal Employees

In the event of a pandemic event, municipal employees will make themselves available for work as soon as possible subject to this being done safely and after personal and family needs have been met.

Resources

Maintaining situational awareness as a pandemic progresses is key to a successful and effective response. The following resources should be consulted to keep abreast of pandemic-related developments in Jordan and worldwide:

General:

World Health Organization - <https://www.who.int/>

Jordan Ministry of Health - <https://moh.gov.jo/>

Jordan Directorate of Crisis Management - <https://www.moh.gov.jo/Crisis>

COVID-19:

Jordan epidemiological modeling - <https://corona.moh.gov.jo/ar>

Jordan COVID-19 government resources - <https://one.gov.jo/>

WHO COVID-19 landing page - https://www.who.int/health-topics/coronavirus#tab=tab_1