

*United States Department of State
Overseas Security Advisory Council*

Emergency Planning Guidelines for American Businesses Abroad

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Overseas Security Advisory Council

U.S. Department of State

(NOTE: The member organizations whose representatives serve on the Council are rotated periodically. Those who served as members when this booklet was released for publication in June 1990 are listed below.)

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Digital Equipment Company

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Ford Motor Company

Honeywell, Inc.

Overseas Security Advisory Council

Delta Airlines

Lockheed Corporation

U.S. Department of Commerce

CARE

Triam Group

American International Group

Hercules, Inc.

Brown and Root

Foreward

The Overseas Security Advisory Council (OSAC) was created in 1985 by the U.S. Department of State to foster an exchange of information between the American private sector conducting business overseas and the U.S. Government. OSAC is committed to promoting security cooperation with the American private sector abroad.

Through OSAC representatives from American International Businesses and government, the Council provides information and guidance on security overseas. It focuses on planning techniques that can be implemented by the private sector and its people, as well as assistance available through the U.S. Government.

This booklet, along with such previous OSAC publications as "Crisis Management Guidelines," will make a strong contribution to the security and well-being of American citizens who live and work abroad.

James A. Baker, III



Preface

The Overseas Security Advisory Council (OSAC) consists of 21 organizations from the private sector and four U.S. Government departments and agencies. There are 1400-plus private sector organizations that participate in the Council's activities and are recipients of the information and guidance it provides.

As part of its security program, OSAC has prepared publications containing suggested security and emergency planning guidelines for American private sector personnel and organizations abroad. A listing of current OSAC publications is contained under the title *Publications* on page 89. As indicated by their titles, protection against the threat of terrorism, catastrophes, crime and theft of information is addressed in the OSAC booklets.

This publication is intended for American private sector organizations and their personnel abroad. The guidelines were written by members of OSAC's Committee on Emergency Planning including Chairman Kenneth J. Wiesman, Brown & Root, Inc.; Brian C. Dowling, U.S. Information Agency; William F. Beane, United Airlines, Inc.; Thomas W. Leavitt, Delta Airlines, Inc.; Edmund J. Birch, Occidental Petroleum Corporation; Corbett M. Flannery, Agency for International Development; and Peter G.

Frederick, U.S. Department of Commerce. Special appreciation is extended to Henry Kemp, former Diplomatic Security Officer, who tirelessly edited and updated this publication.

The guidelines which follow are suggested to assist American organizations in the private sector and their personnel abroad in planning to meet their individual needs and circumstances. Individuals should ensure, however, that any approach chosen is best suited to their individual situation.

Disasters can strike randomly and unpredictably. To be prepared for a wide variety of emergencies that can occur with little warning, American private organizations abroad should be involved in planning for such events. Any occurrence that causes a significant disruption to their undertakings or adversely affects the safety of employees must be regarded as an emergency or disaster. Adequate

planning requires an emergency action plan that prevents or minimizes the loss of life and or limb, material damage, and loss of their functions and a post-disaster plan that expedites recovery.

Effective planning for emergency preparedness will lessen the

vulnerability of American businesses to disasters and facilitate the role of the U.S. Government in rendering assistance where possible to all Americans and their families living abroad.

Chapter I. Introduction

Since the beginning of time, people have encountered diverse catastrophic events that have resulted in great pain and suffering, an enormous loss of lives, and hundreds of billions of dollars in property damage. An analysis of these catastrophes discloses certain generic characteristics. Some, such as war, insurrection, and acts of terrorism, are rooted in differences of political philosophies. Others, such as criminal acts and industrial accidents, are the result of behavioral/societal problems or human error. Still others, such as earthquakes and violent storms and resulting floods, originate from natural phenomena over which people have no control.

Catastrophic events frequently spawn conditions that may be even more insidious than the catastrophes themselves. Among these conditions are serious health hazards, such as polluted water and food supplies and disrupted sanitation systems, which may cause the spread of diseases of epidemic proportions. Effective emergency planning for such problems will greatly reduce their impact on the community where the disaster strikes.

People have only a limited ability to control or to prevent some of these events and will never have the ability to prevent others, such as earthquakes, violent

storms, and volcanic eruptions. Although we are unable to prevent such catastrophic events. We have learned and continue to learn a great deal about them. The most valuable lesson learned about natural phenomena is that the implementation of effective contingency measures for emergencies will substantially lessen the loss of life, serious injury, and property damage.

Preparing for emergencies is the focus of this booklet. It is essential to prepare for both those emergencies over which we have limited control and those over which we have no control. Application of preventive measures is also important to survival from catastrophic events. Contingency planning for emergencies should include the periods before, during, and after the incident.

Human beings are inclined to react to events as they occur rather than to try to anticipate or plan for them. This inclination could prove costly because

many disasters, such as lightning strikes, earthquakes, and acts of terrorism, are not preceded by a warning and an inappropriate spontaneous reaction could be fatal.

The guidelines presented in this booklet are intended to assist representatives of U.S. corporations abroad to prepare judiciously for emergencies. Planning and forethought are important, but so is flexibility in execution. A static, inflexible emergency plan will almost certainly result in a lack of preparedness and a poorly rated crisis response.

Readers are reminded to supplement the guidelines with a knowledge of the contingency plans in place and available

through the government of the country of residence and to be sure that the emergency plans adopted are not in violation of local laws.

On the front of the National Archives Building in Washington, D.C., an adage is inscribed—"The Past Is Prologue." In the context of the subject of this booklet, this adage should be regarded as axiomatic. In the interest of safety for all concerns, family, employees and property, you should never yield to the temptation to ignore contingency planning for emergencies because of "a feeling that it will not happen to me" or "it can not happen here." Such an attitude may be costly.

Chapter II. Crisis Management

General

These Crisis Management Guidelines provide information on how to plan for and respond to various emergency situations. They apply to situations such as civil unrest, demonstrations, extortion, hijackings, kidnappings, expatriate evacuations, nature, and environmental disasters.

Organization for Crisis Management

Department of State

The U.S. Department of State in Washington, D.C., and abroad can provide assistance during the implementation of a crisis management plan at an overseas

location. The names of organizations, their functional responsibilities, and their current telephone numbers are as follows:

- Operations Center: The Operations Center, a 24-hour communications facility, monitors worldwide developments that may affect the protection of U.S. interests abroad. Normally, in the event of a crisis

overseas that affects American citizens, the Operations Center will become the site for a Washington task force staffed by representatives from various government agencies that will support the U.S. response to the incident. The telephone number for the center is 202-647-1512.

- Washington Task Force or Working Group: This task force is an ad hoc working group activated only when necessary to work closely with the U.S. Embassy in the country where the incident or problem exists. The telephone number for the specific task force can be obtained from Department of State Operations Center (202-647-1512).

- U.S. Government International Disaster Response coordination is provided by the Office of U.S. Foreign Disaster Assistance (OFDA) of the Agency for International Development (AID). The OFDA Duty Officer telephone number, 202-647-8924, is manned 24 hours a day. (OFDA can also assist with opportunities in exploring corporate involvement with disaster relief overseas.)

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- Embassy Emergency Action Committee (EAC): Every U.S. diplomatic post, i.e. Embassies and Consulates, is required to have an EAC. The EAC includes, when they are represented at the post, representatives from the political, security, public affairs, defense, administration, consular, and economic sections and representatives of other U.S. Government agencies. The EAC is

responsible for developing U.S. Government Crisis Management Plans (CMPs) and recommending appropriate actions to the Ambassadors at Embassies or Principal Officers at Consulates in the event of a crisis or emergency.

U.S. Business With Operations Abroad

A Crisis Management Team (CMT)

should be established at the corporate headquarters level and at all principal business or country sites, depending on the corporate structure. The CMT should be composed of managers from such departments as legal, security (assets protection and risk management), finance human resources, personnel, and public/government relations. In large corporations, local or country CMTs should be structured to report to the corporate CMT regarding any crisis and/or response. The local manager should appoint a senior executive as the team's coordinator. Prior to the development of a local crisis management plan

(CMP), a senior company official should contact the Regional Security Officer or Post Security Officer of the nearest Embassy or Consulate for assistance and coordination. Each embassy or consulate can provide advice to private American organizations regarding emergency planning.

The CMT must operate within the guidelines of general authority set forth by the corporation board of directors or Executive Committee. The plan must resolve fixed issues in advance and deal only with variable elements during the crisis.

The organizational structure of the local CMT will depend on the corporate resources available. The organization should be chaired by a senior company official who will be the Crisis Management Coordinator (CMC). The local or country CMT should also include representation from such departments or functions as administration, legal, security, finance, personnel, communications, and public relations.

Crisis Management Planning Guide

It is recommended that each corporate headquarters develop a CMP and a CMT to coordinate corporate crisis activities and decisions on which local or country plans are based. This coordination will create consistency and offer corporate security officers and

other senior management officials an opportunity to address matters in the country plan that are specific to the country.

- When the corporate CMT and/or headquarters approves the local CMP, the CMC should conduct drills of the

various elements of the plan to ensure that they are realistic and can be implemented in real-life conditions.

- The CMP, or portions thereof, should be both in English and in the local language so that all employees can contribute fully in implementing it in an emergency.
- CMPs will differ from country to country. In some countries certain elements of the CMP may be unnecessary and/or inappropriate.
- Sensitive elements of the CMP that cannot be shared with all employees should be appropriately marked with a company classification stating the level of sensitivity of the document and the distribution controls.

Functions of the Crisis Management Team

Functions of the Corporate Crisis Management Team

- The corporate CMT will manage any incidents directly affecting corporate headquarters

(management, employees, and assets) and designated subsidiary companies. It will also act as the decision-making authority for the management of the incident by subsidiary local CMTs.

- To ensure a consistent corporate response, the corporate CMT should consider the utility of dispatching a CMT representative to the location involved; that representative will thereafter assist in the activities of the local CMT. These representatives should be briefed on their terms of reference toward local officials and U.S. Government representatives.
- The corporate CMT, under the direction of the CM Coordinator, should be responsible for developing and communicating to company business units and local CMTs the applicable procedures and practices to be used.

Functions of the Local Crisis Management Team

- The local CMT will appoint the CMT members to develop the information needed and resources available. In making functional assignments, some responsibilities may require 24-hour coverage in certain situations. Alternates should be identified for each function. Neither members of the CMT nor their alternates should be personally involved in the incident being managed.

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- The team will formulate and develop detailed plans and procedures for handling emergency situations.

- A crisis management center should be located within the company facility. It should have the necessary equipment available for rapid activation during an

emergency. The equipment could include as a minimum, communications equipment, tape recorders, emergency plans and procedures, a log to record all actions taken during the crisis, necessary office equipment and supplies, and appropriate maps and building plans, as deemed necessary. Support personnel should be identified.

- An assessment of the nature, degree, and likelihood of threats to corporate interests (personnel, facilities, information, and other assets) should be conducted to determine the vulnerability of company personnel, facilities, or assets to those threats.
- The team will communicate the contents of the CMP to the appropriate employees.
- The team will test the CMP on a regular basis to ensure that it is feasible and realistic. Whenever the plan is found deficient, immediate corrections should be made. The plan should contain the names and telephone numbers of key local government and U.S. Embassy or Consulate personnel and private organizations and individuals that the CMT should consider briefing or consulting with before, during, or directly after an emergency situation.

Responsibilities and Actions of the Crisis Management Team

Responsibilities of the Corporate CMT

- The corporate CMT will develop corporate strategies and policies.

- The corporate CMT should be responsible for, and oversee, all actions of the local CMT.
- To facilitate company communications, the corporate CMT may need to dispatch a representative to the location involved.

Responsibilities of the Local CMT

The members and alternates of the CMT should be assigned the responsibilities that follow.

- The Crisis Management Coordinator (CMC) is the person responsible for preparing and implementing the CMP. This person should speak English, receive proper training, possess the appropriate psychological makeup, and be known at the U.S. Embassy or Consulate. The CMC directs and supervises the members of the local CMT and is responsible for the following tasks:

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- Preparing the CMP. the senior company official or authorized designee.
 - Forwarding the CMP to the corporate CMC for review by the corporate CMT representing specific functional areas.
 - Security/Incident Coordinator: The Security/ Incident Coordinator is responsible for briefing the CMT on the nature and degree of threat to company interests (personnel, facilities, information, and assets). This coordinator initiates investigations to validate threats and is authorized to convene the CMT when appropriate. He or she also provides security and is prepared to brief the CMT on physical protection of all assets during times of crisis; coordinates warden activities; and maintains law enforcement liaison.
 - Coordinating the CMP with the responsible regional security officer or the most appropriate official at the U.S. Embassy or Consulate.
 - Reviewing the CMP on a semiannual basis to ensure that it is current.
 - Training personnel who have CMP responsibilities.
 - Practicing the CMP and evaluating CMT responses.
 - Administration-Personnel/Medical Coordinator: This coordinator should make available personnel and medical records as well as essential services. He or she should also ensure that the consular officer at the embassy or consulate has a list of all U.S. citizens (including information on dependents), employed by the firm in advance of any crisis.
 - Ensuring that all appropriate corporate company employees are aware of the CMP and its functions.
 - Preparing a written report for senior management regarding the CMT's training and its subsequent evaluation.
 - Legal Advisor: The Legal Advisor is responsible for assessing the corporate liabilities and risks (criminal and civil) as well as personal liability of CMT members for CMP actions.
 - Coordinating the CMP with responsible officials of all in-country facilities or sites.
 - Establishing liaison with the U.S. Embassy or Consulate security officer, local law enforcement, public emergency officials, and other corporate CMTs, if appropriate.
 - Implementing the plan when directed by

- **Financial Coordinator:** The Financial Coordinator should establish bank sources for funds in the country involved and be familiar with currency requirements and how funds can be provided on short notice.
- **Public Relations Coordinator:** This coordinator should develop and maintain conventional media relationships for crisis situations, including contact with host government press agencies, as well as the Public Affairs Officer at the U.S. Foreign Service post. He or she is responsible for employee communications during crisis periods and for assistance to an affected employee and/or his or her family, if appropriate.
- **Business Unit Manager:** This individual represents the operating component or business unit that is the victim of the incident.

Actions During a Crisis

When a crisis situation or local condition that may have an adverse impact on the safety or security of the company's personnel or assets develops, consideration should be given to the following actions:

- Convene the CMT.
- Verify the threat.
- Advise the corporate CMT of the crisis and anticipated actions of the local CMT.

- Assess the crisis, including possible outcomes. In civil unrest situations, for example, the crisis may threaten many company assets. As one asset is protected, another may become vulnerable. A desired goal of crisis management is to develop and plan responses so that the asset under attack is protected yet other assets are not placed in jeopardy.
- Obtain executive profile information files, if appropriate.
- In kidnap or hostage situations, activate and dispatch to crisis location the local negotiating team; be prepared to implement a negotiated agreement.
- Determine company options and goals in responding to the crisis.
- Delegate duties not in the CMP to be performed by CMT members.
- Maintain liaison with the corporate security structure, advising them of the problem and action to be taken.
- Advise the regional security officer, or other appropriate official at the U.S. Embassy or Consulate of the actions being taken.

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- Report local CMT actions to corporate CMT organization and update those reports as necessary.
 - Notify host government and law enforcement agency at the appropriate level.
 - Establish liaison locally as deemed appropriate (other American or friendly company, chamber of commerce, etc.).
 - Schedule further CMT meetings to handle or monitor crisis as deemed necessary.
 - Provide the location and telephone number of the CMT crisis management center and the alternative off-site location to appropriate personnel.
 - In the event of hostage release, be prepared for evacuation, debriefing, and rehabilitation.

Response to Acts of Terrorism

Key Local Contacts

The local CMT should maintain a list of all CMT members and 24-hour telephone numbers. In addition, the CMP should list all U.S. Embassy or Consulate and host government agencies and security contacts (names, titles, addresses, and 24-hour telephone numbers) who would respond to acts of terrorism such as bombings, seizures of owned facilities, assassinations or attempted assassinations, assaults on personnel and/or dependents, kidnappings or attempted kidnappings, and hostage takings.

The following are suggested contacts at the U.S. Embassy or Consulate:

- Ambassador or Principal Officer.
- Deputy Chief of Mission.
- Economic Officer.
- Administrative Officer.
- Commercial Officer.
- Regional Security Officer or Post Security Officer.
- Consular Officer.

Suggested contacts with the host government, depending on circumstances, might be the following:

- Head of State.
- Minister of Interior.
- Government intelligence agency.
- Chief of Police.
- Senior police official responsible for area in which company facilities and residences are situated.
- Senior official responsible for airport security.

- Senior official responsible for investigations.
- Senior official responsible for responding to acts of terrorism.

Company Response

Upon receipt of a terrorist threat, action against company personnel, dependents, or facilities, the following action should be taken:

- The local Security/Incident Coordinator should notify the corporate security department by telephone, telex, or telegram.
- The local company senior executive should immediately notify the respective corporate management of an emergency situation who, along with corporate security, will notify the corporate CMT of the emergency.
- The local CMT should immediately begin efforts to confirm the incident and evaluate the emergency.

Reports

The swift passing of information about an emergency incident is vital to allow the correct functioning of the corporate CMT and to permit the corporation to respond to its responsibilities. The report should include:

- Nature and circumstances of threat or incident, including date, time, and location.

· Nature of threat or attack and injuries and damages sustained.

· Full data concerning affected employees, including names and addresses of next of kin in the order that they or other interested parties should be notified.

· Report on contacts and assistance offers to next of kin and if the person resides or is located in the immediate area.

· If kidnapping and/or hostage taking occurs, provide:

- Location, number, and identity of victims.
- Number and identity of terrorists involved, organization(s), weapons used, or other descriptive information.
- Terrorist demands or claims.
- Local assessment of the situation, including effect on business operations.
- Report injuries, if any.

· Initial actions taken by host government to respond to terrorist

threat and/or incident if company personnel, dependents, and facilities are threatened or subjects of a terrorist attack; describe the local company's preliminary effort in arranging enhanced security, medical assistance, etc., with host country officials (police, foreign ministry, etc.).

- Precautionary measures taken for other employees at the location of the incident and elsewhere in the host country.
- Telephone number and the name of the U.S. Embassy (consulate) officer monitoring the incident.
- Statement on whether police are involved or whether media coverage has occurred.
- Name of person sending message along with complete address, telephone number, and telex number for future contacts.

Assessing a Hostage Situation

As the terrorist act unfolds, the CMT, in conjunction with the host country and embassy or consulate officials, will continue to review the following:

Immediate Situation

- Threats by terrorists.
- Need for extra security measures, security arrangements for the hostage family, special communications arrangements, and supplemental

personnel and equipment.

Terrorists

- What is known about the terrorists? What are their goals, philosophies, and tactics?
- What are pressure points on terrorists? Local political parties, state supporters, religious groups, the logical sympathizers, or international organizations?

Host Government

- What is host government policy regarding terrorist demands?
- What are host government capabilities to negotiate with terrorists?
- What are host country laws regarding negotiating and paying ransom to terrorists?

Hostages and Other Victims

- What is their significance to the terrorists?
- Are health and personnel records available on hostages?

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- Do hostages have any capability to assist in achieving their own release?
 - Is psychiatric expertise available?
 - Are aircraft available for negotiators, psychiatrists, medical staff, security, etc.?
 - What on-site intelligence resources are available?
 - If there are victims, what arrangements should be made for treatment of the injured or disposition of remains and personal property?

Action Options

- Should senior U.S. Government officials or corporate senior executives be encouraged to intervene with the host government?
- Consider the most senior level at which contact with the host government should be established.
- Critical negotiating issues with the hostages include:
 - The potential crucial threat to the life of the hostage.
 - The corporation has the authority to negotiate release.
 - The company will cooperate with law enforcement officials.
- It must be recognized that these are

extremely sensitive issues and corporations should consider, in advance, responses to possible hostage negotiations.

- What company resources should be deployed to the scene of the incident? If no CMT exists locally in that country, should a negotiating team be deployed?
- What immediate assistance should the company provide to the families of the hostages and other victims?
- What security measures need to be taken to protect other senior employees of the company or its assets?
- In the event of a hostage taking, some type of communication can be anticipated in the form of a letter, a telephone call, an audio tape or videotape, or possibly a hand-delivered message or tape to the office or home of the hostage. If legal, and/or appropriate to do so, place a recorder on the appropriate telephones at home and office of the hostage and monitor them around the clock in the early stages of the incident. Also assign someone, if the police do not, to establish effective liaison with the appropriate post office to ensure that all mail directed to the hostage's home is immediately delivered, regardless of the time of day or night. Handle the contents

of such mail with great care to ensure that it is not unduly handled, to protect latent fingerprints and other evidence.

- Telephones in many foreign countries are monitored regularly by the authorities, especially in crisis situations. It is necessary, therefore, not to expect privacy of such telephone conversations. If sensitive calls must be made, go to a public telephone or use an encryption device on your telephone.
- In any crisis situation requiring negotiations or dialogue with terrorists or hostage takers, it is imperative that the CMT member responsible for conducting the dialogue not have ultimate decision-making authority and should make that fact clearly understood to the terrorists or hostage takers. This strategy provides negotiators with a credible delaying tactic because they can explain that they will do the best that they can but that they must take up the problem with their boss, etc. The top-ranking executive, either at the local or headquarters site, should never be the CMT member cast in the role of the negotiator.

Crisis Actions Associated with Catastrophes And/or Disasters

As soon as possible after a catastrophe and/or disaster occurs, corporate headquarters should be

notified. The corporate CMT should consider the following.

- The team should confirm that the appropriate officials at corporate headquarters have been informed in accordance with the CMP.
- Appropriate CMT should designate telephone numbers to be used for the crisis period (equipped with recording equipment) and then make arrangements for 24-hour manning of the telephone.
- Establish communication with appropriate U.S. and host government entities.

The initial report should provide as much of the following information as possible to Corporate Headquarters:

- Caller's name (spelled out) and job title.
- Facility location (city and country).
- Date, time, severity, and location of crisis.
- Nature of crisis.
- Number of people affected (killed, injured, and evacuated).
- Extent of damage to company facilities.
- Effect on business operations.

- Host government involvement.
- Telephone, FAX, and telex number for future contacts.
- Alternative communications channel.
- Nature and extent of assistance requested from corporate headquarters.

Initiate those portions of CMP associated with disasters and/or catastrophes.

Communications in a Crisis Situation

Reliable communication is a key factor in the successful management of any crisis. To ensure that adequate communications are available in emergency circumstances, three basic capabilities should be considered:

- A local communications net with employees and authorities to include an employee warden system.
- A national link to locations in the country where other facilities are located and national authorities are headquartered.
- An international link to the company's corporate headquarters.

For additional information regarding communications, see Chapter III of this booklet.

Release of Information to the Public

Coordination between the company spokesperson at the scene, the local CMT,

and the corporate CMT is essential. Guidance from the corporate CMT should be requested on any policy consideration or interpretation. All releases to the media should pass through and be cleared by the CMT. Clear communications and coordination for media releases are vital during a crisis. Misinformation or failure to consider all factors before commenting to the media can jeopardize security and the objectives of the corporation.

Responsibilities of the Spokesperson

- The local media spokesperson will require expeditious means of communication with the local and corporate CMTs and access to accurate, current information.
- If the crisis is extended in duration, an alternate spokesperson should also be appointed.
- The spokesperson should have a designated work location to facilitate receipt and dissemination of updated information. The corporate spokesperson should consider having available a briefing room equipped with telephone jacks and telephones that can be made available to the media at briefings.

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- The spokesperson should deal only with accredited media representatives.
 - The spokesperson should have access to officials and experts who can provide background information on all aspects of the specific event.
 - The spokesperson should issue factual information at periodic briefings.
 - All press inquiries should be referred to the authorized spokesperson. No comment should be made unless it is authorized by the CMT.

Handling Media Interests

- Regular coordination with corporate headquarters and the corporate CMT concerning statements to be made to the press is absolutely essential.
- The spokesperson should not act as the terrorist's "messenger" to the public.
- Live interviews with participants and the use of minicameras at or near the site of the incident should be discouraged.
- Prudence by the press regarding actions that might frighten the terrorists or promote their cause should be urged.
- The counterproductive aspects of reporting on any operational activities of the police, military, or their counterterrorism forces should be emphasized.
- Caution with press interviews of unknown

or amateur "experts" on terrorists' motivation or background should be urged.

Crisis Management Evaluation

Following a completed action or crisis incident, a critical review or evaluation of the crisis management work should be conducted. A review should be conducted of the CMP and the CMT planning and assessment procedures and how CMT personnel responded to the crisis.

Methods used for evaluation could include:

- CMT personnel critique of the entire event.
- Post-event written reports by all CMT participants.
- Interviews with the victim(s) and/or family(ies).
- Final evaluation report, with recommendations for changes in the current CMP, if needed.
- Local CMT report to the corporate CMT of final details of the incident and analysis of the team's operation.

Business Recovery

An integral part of a corporate CMP is the organized recovery phase. Recovery plans should address the following:

- Loss of key personnel due to a disaster or accident.
- Temporary replacements for affected management personnel.
- Development of damage assessment.
- Assistance or time off for personnel so that their personal losses (family members injured), homes or vehicles can be properly handled.
- Replacement of critical materials and equipment.
- Availability of business records. (Prior planning is required so that the appropriate records have been copied and/or stored at a secure or other location.)
- Development of computer disaster recovery plans to include company minicomputers and personal computers.

General U.S. Policy

U.S. policy is firmly committed to resisting terrorist blackmail. The U.S. Government will not pay ransom for the release of hostages. It will not

support the freeing of prisoners from incarceration in response to terrorist demands. Concessions to terrorist blackmail would merely invite further demands. The U.S. Government actively encourages other governments to adopt a similar position. While the U.S. Government will not negotiate with terrorists on the substance of their demands, it does not rule out contact and dialogue with hostage takers if such action will promote the safe release of hostages.

In terrorist incidents abroad, the U.S. Government looks to the host government to exercise its responsibility under international law to protect all persons within its territories and to bring about the safe release of hostages. In some cases, the U.S. Government may be able to provide foreign governments the services of terrorism experts and other specialized assistance, military equipment, and personnel.

Specific Policy Guidance

In the event U.S. citizens are taken hostage abroad, the U.S. Embassy will convey U.S. policy to the host government. The embassy will encourage the host government to resolve any terrorist incident in a manner that, while safeguarding the lives of the hostages, does not permit the terrorist to achieve their objectives. The host government will be reminded of its obligation to bring the terrorists to justice.

International cooperation to combat terrorism is essential because all governments, regardless of philosophy, are vulnerable.

Use of Force

If the host government asks for advice from the U.S. Government regarding the use of force to resolve an incident, a response will probably be as follows:

- The ultimate decision regarding a strategy for dealing with terrorists and the successful termination of an incident must remain with the host government.
- The U.S. Government believes it is inappropriate to provide advice because it would not be party to negotiations or negotiating strategy.

In most hostage situations, including hijackings, experience has shown that there is a greater likelihood of a peaceful solution when using a strategy designed to buy time and wear down the terrorists. In many cases, such a strategy will achieve a positive outcome without substantive concessions on the part of the targeted government. If the host government concludes, however, that there may be a greater risk from waiting and talking, assault may be the only alternative course of action.

Humanitarian Appeals

Although there is only a limited chance of successfully appealing to the terrorists' humanitarian instincts, indirect appeals may have a positive influence and may cause terrorists to be concerned about alienating key support groups, sympathetic governments, or world opinion. Appeals to the following groups or individuals may prove to be valuable:

- The United Nations Secretary General.
- Third World countries considered friendly to the terrorists.
- The dean of the local diplomatic corps.
- Spouses and children of hostages asking for the return of their family members.
- The terrorists' leaders or supporter (who may profess innocence to involvement with the specific incident).
- Religious leaders.

Chapter III. Communications

To ensure that adequate communications are available during emergency circumstances at overseas locations, three basic capabilities should exist: a local link with employees and authorities, a national link to locations within the country where company operations or other national authorities exist, and an international link to the company's corporate headquarters. In addition, through the Emergency Action Committee of the U.S. Embassy, arrangements may sometimes be made with local Voice of America radio relay stations to broadcast simple emergency and evacuation advice when appropriate and within the local broadcast area, which may cover several countries.

The following are communication options available to companies and their employees:

- The local and/or government telephone system available for intracity, national, and international calls until it is disrupted by natural or man-made disaster.
- Local telex system, if available, able to handle intracity, national, and international message traffic until the system is disrupted.
- Facsimile capability, if available, for local, national, and international use

(requires operational telephone system).

- In high-threat countries without reliable telephone systems, linkage of one or two firms with the nonsecure U.S. Embassy very high frequency (VHF) radio network, may be possible in some limited cases.
- The company's radio networks, VHF (local), high frequency (national), and shortwave (national and international).
- Local commercial radio broadcasts.
- Electronic mail capability (if available) for local, national, and international use.
- Company-owned and company-operated satellite system.
- Company-owned and company-operated telephone encryption system, independent of country's system, used in conjunction with the company's satellite communications program.

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- Company-operated courier or messenger service providing local, national, and international surface and/or air service.
 - Direct communication with the U.S. Embassy or a friendly country embassy.

Note: All modes of communication should support an emergency notification system that includes each U.S. citizen employee and his or her family.

Chapter IV. Evacuation Planning

General

An evacuation plan is designed to cope with those situations that could require an evacuation of private sector expatriate employees and/or their dependents, which removes them from the specific and/or general source of risk or threat, to an out-of-country location. It outlines procedures to ensure an orderly, safe, and expeditious evacuation of expatriate employees and their dependents.

There are circumstances in which it is obvious that a U.S. corporation operating abroad must consider sending employees and dependents out, such as times of serious terrorist threat, insurrection, or other civil disorder or when a natural disaster or other event poses serious hazard to their safety or so overburdens the country's ability to protect, feed, and house its citizens that departure is the best course of action.

Occasionally, there are other signs of hazard, such as gradual, almost imperceptible decline in services, shortages in goods or services, capital flight, increased government travel restrictions, decreased internal security, and declines in the attitudes of established contacts. Country managers should be alert to these changes and continuously evaluate the local conditions for signs of deterioration so that they can consider a

gradual and orderly evacuation.

If the U.S. Government were to sponsor an evacuation of Americans from a given country, it would be coordinated and controlled by the U.S. Department of State. It is noted that the Chief of Mission of the U.S. Embassy cannot order private American citizens to depart, but must inform them of impending danger and may offer evacuation assistance from the U.S. Government when necessary. However, it is also considered prudent for companies operating overseas to develop evacuation plans. Evacuation should only occur when authorized by the company senior manager in country, or appropriate headquarters manager. Any evacuation ordered by a company senior manager should be coordinated with the Chief of Mission of the U.S. Embassy. Past experience indicates that both companies and employees in foreign locations show a reluctance to develop, maintain, or implement evacuation plans. This reluctance stems from a false sense of

security developed through the absence of personal threats and the lack of access to uncensored news reports.

The fundamental factors in conducting a safe and efficient evacuation in a destabilized overseas environment are thorough prior planning, continuous and comprehensive analysis of potential security threats, and timely decision making concerning the evacuation itself. Effective management of these factors should facilitate the evacuation process of expatriates in a timely and orderly fashion.

Organization

An evacuation organization is comprised of in-country management that is responsible for making evacuation decisions on the scene and communicating them to the remainder of the employee contingent. The senior manager is usually assisted by an Expatriate Evacuation Committee (EEC).

The purpose of the EEC is to refine, tailor, and coordinate the evacuation plan to ensure that it is functional. The EEC coordinates implementation of the plan. Liaison and coordination between the EEC and the local or corporate crisis management team, if one exists, should be required. If a local CMT exists the EEC should function within the overall framework or the CMT.

The EEC should meet on a semiannual basis to review current events and trends and to assess the next 6-month period. The evacuation plan should be reviewed at

these intervals, and minutes of the meetings should be prepared and maintained on file. A deteriorating political climate would indicate more frequent meetings.

Preplanning

- Employees and their families should register with the appropriate U.S. diplomatic post, i.e. embassy or consulate, or if none is present in the host country, with the embassy's representative.
- The EEC should maintain liaison with the U.S. Embassy or Consulate, as applicable, and the American private sector mini-council, sponsored by the Overseas Security Advisory Council, if it exists in that area.
- Evacuation plans should be communicated to employees, and a test of the employee notification system should be conducted periodically.
- The EEC should determine that adequate information and personnel files are available.
- If appropriate, local staging areas and embarkation points for assembly of personnel and their families should

be identified. Preliminary security plans for the sites should be developed.

As a general rule, it is preferable to assemble evacuees at a secure staging location other than the embarkation point and then to move them to embarkation points in groups, sized to the transport capacity and on a schedule calculated to minimize the exposure of evacuees and the means of transport at the embarkation point.

- The EEC should be in contact with representatives of other companies so that rumors of evacuations can be verified.
- Primary and alternate modes of travel should be identified. Contacts and commitments from carriers and agents should be maintained. Preliminary arrangements should be made to have local nationals available to drive to and translate at airports, roadblocks, checkpoints, etc.
- The EEC should consider an agreement with other multinational companies in the area to assist one another in evacuation and should also consolidate the use of transportation equipment.
- The EEC should distribute copies of the evacuation plan (only necessary portions) to employees.
- The EEC should designate authorized persons to issue return-to-work instructions.
- In the event of any emergency, personnel should be directed to stay away from

the area of trouble or potential trouble and to advise all other personnel accordingly. During major disturbances, all personnel should be advised to return to their living quarters and to remain there until they receive further advice.

- No personnel should be allowed unilaterally to attempt either to travel internally or to leave the country without authorization and direction.
- The success of evacuating personnel is enhanced greatly by having advance warning so that most personnel can be withdrawn by commercial airline. The time required and the procedures necessary to obtain exit visas should be determined.
- Local laws should be observed at all times unless the situation results in a total breakdown of authority.
- An evacuation of personnel under hostile conditions from local authorities and/or the general public is usually not advisable. The risk of harm to personnel is greater when trying to move about the country than

when maintaining a low profile and staying indoors. Waiting for the situation to stabilize generally is far less risky than traveling about.

- The decision to evacuate personnel under hostile conditions should be taken only when the risk of staying put becomes greater than the risk of being exposed. These conditions could arise during a period of civil disorder, a military uprising, or outside military intervention. If a hostile evacuation is necessary, it is hoped that all dependents and nonessential personnel will already have been withdrawn by commercial airline. This action presumes that some advance warning of worsening conditions within the country or of military action from outside the country will have been received and acted upon. Should an emergency arise suddenly without advance warning to withdraw nonessential personnel, and if the circumstances dictate an evacuation under hostile conditions, companies will have to rely on support from outside sources. The safety of all personnel and dependents is of the utmost importance. In no case should any action be taken if that action puts the personnel and dependents in more jeopardy than they are in already.
- Additional transportation information is noted in Appendix III and provides planning guidelines for the emergency movement of employees and

dependents for which a corporation has responsibilities.

Evacuation Concept

The purpose of the evacuation procedures is to establish a set of contingency plans for the withdrawal or evacuation of staff and dependents from the host country.

The evacuation process usually evolves in three phases. A special phase, which does not involve evacuation from the country, will also need to be implemented. Guidelines for each phase follow this section.

- Phase I—Alert Stage, a warning to companies and individuals of host country instability.
- Phase II—Limited Action, increased preparation for evacuation includes those preparations made under conditions of increased tension or instability that could lead to partial or complete evacuation of expatriate employees and their dependents.
- Phase III—Evacuation Phase, final preparation and/or evacuation includes those preparations made under conditions in which the decision to evacuate is imminent or has already been made. Withdrawal and cessation of business is imminent or underway.

- Stand Fast—Could be implemented in the event that evacuation is not considered prudent. Under this concept, employees and their dependents would remain in their quarters (or other designated location) for an extended period of time until tensions abate.

Making the decision to initiate each of the phases or stand fast is the responsibility of the senior manager in coordination with the EEC.

Evacuation Guidelines

Phase I—Alert Stage

- This is a period during which routine collection and assessment of information about local and international events are in progress.
- Documents should be identified or set aside for possible future destruction.
- Potential staging areas for assembling employees and their dependents should be reviewed and/or selected.
- The senior manager should consider meeting periodically with the expatriate employees to review current events and trends. It is important to develop a procedure to deal with rumors that have a tendency to emerge with the onset of any crisis situation. Left unattended, rumors can have a demoralizing effect. The best countermeasures are to have an open line of communication

designed to address rumors and a set of clear evacuation instructions.

- Evacuation priorities should be established and individually assigned. The following categories should be considered:
 - First priority—dependents.
 - Second priority—individuals other than key expatriate employees.
 - Third priority—key expatriate employees.
- Alternate routes to the international airports, seaports, or land borders should be established and checked for traversability under emergency conditions.

Phase II—Limited Action, Increased Preparation for Evacuation

- This phase should be initiated when, in the judgment of the senior manager, a situation has reached a level of tension or instability that could lead to partial or complete evacuation of expatriate employees and their dependents. The earlier an evacuation decision can be made, the more likely it can be effected in a calm, secure, and less politically sensitive atmosphere.

- The contents of departure kits (described in the next section) should be examined and reviewed.
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- An inventory of household effects should be prepared in duplicate, one to accompany the employee and his or her dependents and one to be left behind with an appropriate corporate representative. The possibility of having to secure or abandon personal property prior to evacuations should be addressed.
- Normal work routines should continue; however, certain preparatory actions, such as obtaining required clearances, conducting programmed document destruction to begin on the order of the senior manager, etc., should be undertaken, if appropriate.

Phase III—Evacuation Phase, Final Preparation and/or Evacuation

- This phase should be initiated when, in the judgment of the senior manager, the situation has deteriorated to the point that the decision to evacuate is imminent or has already been made. At this point, the company home office should arrange for the services of other companies and outside commercial resources necessary to support and coordinate the evacuation process. It is assumed that total withdrawal of personnel will not meet active resistance from the authorities.
- The senior manager should determine whether it would be prudent and desirable to relocate evacuees from their quarters to preselected primary or

alternate staging area(s), prior to proceeding to the international airport or other departure site(s), for final coordination of procedures for evacuation.

Stand Fast

- A special phase could be implemented in the event that evacuation is not considered prudent under certain circumstances, for example, if a coup has occurred. This concept is one in which operations may slow down or even temporarily be suspended. Employees and their dependents would remain in their compound or quarters for an undetermined period of time, awaiting further instructions. Liquids, canned foods, medicines, and staples to support the family for an extended period, should be kept on hand to support such an eventuality, depending on the local situation.
- Instructions to and between families should be transmitted by whatever means available, depending on the circumstances. However, it is vital that whatever means are employed the senior manager receive positive feedback to ensure that all expatriate employees are in touch and to confirm their daily whereabouts. An employee warden system should be developed and used in times of increased threat or during actual emergencies. (See Appendix II.)

Chapter V. Criminal Acts, Civil Unrest, and Coups

Overall Preparations

The purpose of this chapter is to provide guidance to American businesses overseas for managing during crises, such as criminal acts, civil unrest, and coups. Although it is not possible to plan for every eventuality, it is only prudent to make certain contingency plans outlining how company employees should react in emergency situations. Emergency management is to prepare for response to and recovery from emergencies of any kind. In developing a plan for emergency preparedness, the first step is to assess the current level of vulnerability. For example, businesses located in a country that has experienced a history of anti-American demonstrations should determine the probability of its facility or employees becoming involved in a demonstration or other more serious action and devise ways to protect against such incidents. Alternatively, businesses located in countries with a history of coups or a high crime rate should place a high priority in developing plans to deal with these emergencies. However, regardless of the location of a company or the history of security problems in the region, all areas of emergency planning should be included in each plan. Often, a relatively benign political situation can change quickly.

The first step in developing any plan for emergency preparedness is to obtain significant management commitment to preparedness. To ensure an effective security plan, every company should appoint an on-site security manager and develop a Crisis Management Plan. This person should be the point of contact for the company regarding security matters; his or her responsibilities should include ensuring that an organized method to disseminate information exists, guaranteeing that lines of communication between the nearest U.S. Embassy or Consulate exist, and developing a “safe area” to retreat to in the event of an emergency.

American companies and business firms located overseas should make immediate contact with the nearest U.S. Embassy to receive information on the criminal, law enforcement, political, and terrorist situation in the host country. The Regional Security Officer (RSO) or Post Security Officer (PSO) can provide information regarding what you can expect in the way of assistance from the host government.

The designated security manager should make a point to establish contact with other American organizations in the area to determine their experience with the law enforcement and the criminal elements in the area. If no other American companies are represented, try to locate companies with which the U.S. Government has close ties.

If possible, it is recommended that periodic contact be made with representatives of these other firms to exchange information on criminal activities, threats, and the reaction of the responsible law enforcement agencies.

The U.S. Embassy or Consulate should be provided with a list of key company personnel and telephone numbers for contact in an emergency. Each organization should develop an emergency notification system to be used to contact employees or their families.

If a company does not have a medical staff, it is recommended that a list of English-speaking doctors be developed for use in an emergency involving mass casualties. This information can also be obtained from the nearest U.S. Embassy or Consulate.

One helpful technique in developing an emergency plan is to develop scenarios of likely events and to hold periodic drills to ensure that the entire staff, American citizens as well as local nationals, knows what to do. In addition to familiarizing employees with their roles, obvious flaws or ways to improve the plan have a tendency to surface during these drills.

Use local employees' knowledge of the country, their contacts, and inside knowledge.

Suggestions for areas that should be covered in a comprehensive emergency plan follow.

Criminal Acts

In many countries, local or national law enforcement officials cannot be depended on for even basic services, because of substandard or nonexistent training and low pay. Therefore, employees should be trained to accept responsibility for their own security, through security awareness seminars, booklets, and other information. The nearest RSO or PSO can be very useful in suggesting training programs, as can various booklets published by the U.S. Department of State. Training should take place on a frequent basis to reinforce individual responsibility.

Residential Safety

The following information regarding selecting housing contains several items excerpted from the Overseas Security Advisory Council's publication *Security Guidelines for American Families Living Abroad*.

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- Housing for employees should be in relatively safe, stable neighborhoods. The RSO at the U.S. Embassy, local police, and other Americans in the area can provide information regarding neighborhoods.
 - The on-site security manager should be responsible for approving a residence. Particular attention should be given to the surrounding neighborhood, that is, the condition of streets, density of vehicular and pedestrian traffic, access into and out of the neighborhood, and the location and nationality of owners of surrounding residences. Additionally, the location and types of trees and shrubs should be noted, as well as the presence of parking and the quality of lighting at night.
 - Another important factor to be considered in residential selection is the type of residence. An apartment located above the ground or first floor is usually considered more secure than a single family dwelling. However, if an apartment is chosen, care should be taken to ensure that there are no exterior balconies or footholds that would enable would-be thieves to climb up to the apartment from the ground. In addition, apartments should not be selected on floors above the fire fighting and rescue capabilities of the local fire department.
 - Once a residence is approved, adequate technical (alarm systems) and physical (solid exterior doors and fences and/or walls) security should be provided.

Personal Safety

Personal safety is largely the responsibility of each individual. Regardless of the local threat, you should take the same safety precautions that you take when in a large urban area of the United States.

- Keep a low profile. Do not dress provocatively or wear flashy or obviously expensive jewelry.
- Learn about the city as soon as you arrive. Most large cities have areas considered generally unsafe after dark or even during the day. Additionally, there may be some areas where Americans are at greater risk.
- Do not walk alone after dark.
- Keep alert. If you are walking and believe someone is following, go to a public or well-lighted area.
- Women should keep a firm grasp on purses to avoid being an easy target for a snatch-and-run attack. Keep the amount of money and credit cards you carry at a minimum.
- Learn at least a few phrases in the local language so you can ask for help, if needed.

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- Keep your vehicle in good repair with an adequate amount of fuel at all times. Keep the doors locked, and do not pick up hitchhikers. If possible, avoid parking on the street or in unattended parking lots.

Coups and Civil Unrest

In many Third World countries, coups are not an uncommon occurrence, and all Americans residing in those areas should make special efforts to keep abreast of the local political situation, because it can sometimes change almost overnight.

- It is particularly important to use local employees' contacts and knowledge.
- Keep lines of communication between businesses and the U.S. Embassy or Consulate open during times of unrest.
- Be flexible; do not necessarily wait for action from the U.S. Government, because private businesses may wish to react to events more quickly, in accordance with corporate requirements.
- Monitor local news media—television, radio, and newspapers—for political developments or increasing anti-American rhetoric.
- Maintain adequate (2-3 weeks) stockpiles of nonperishable food and drinking water. Keep vehicles fueled for an immediate evacuation.
- In the event an evacuation is not deemed necessary, give employees the option

of sending their dependents to a safe country.

- In times of unrest, have a bag packed for each member of the family for evacuation on short notice.
- For emergencies, keep on hand an appropriate amount of money and/or traveler's checks.
- If the threat warrants, consider having available an open airline ticket available for each family member to a "safe haven" country (preferably a U.S. ally). Open airline tickets are normally good for a 12-month period; at the end of the period, return the tickets for a refund and purchase new ones.
- Consolidate important personal records and documents for easy access and transportation. Keep passports and necessary visas up to date.
- Have in place a preplanned telephone contact system to ensure that all employees are aware of what is happening.

If a coup is attempted, the following steps can enhance personal safety:

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- Remain at present location until further instructions are received from the security manager or U.S. Embassy or Consulate. Under no circumstances should individuals go to the troubled area(s) to find out what is occurring.
 - Stay away from windows to avoid sniper fire. If possible, relocate to a room that offers the greatest degree of safety from outside gunfire. When necessary, seek added protection by lying on the floor behind a durable piece of furniture. Stay aware of locations of emergency egress in the event of a forced evacuation, and keep an emergency bag with important documents nearby.
 - If you are in the open or on the street, seek cover and remain close to the ground.
 - If possible remain in contact with the U.S. Embassy or Consulate or the company security manager. Monitor local media stations for news updates.

War or Acts of War

In some areas of the world, there have been almost constant wars in progress over a period of many years. For example, since the end of World War II, few of the countries that make up the Middle East have been without war or internal unrest for extensive

periods. In limited or local wars, life goes on and so does business. In any case, the political situations can change rapidly and should be monitored continuously. Since a war can have the same effect on personnel, resources, and physical plant as a violent coup, the actions just described for safety during a coup also apply to the war situation. One obvious difference between a war and a coup is that in a war situation you will definitely know the belligerents and their attitude toward Americans. In the event of a coup, that information may not be readily available. If your business is associated with or can be perceived to be associated with or contributing to the war effort of either party, it may become a target for action. In this case, your survival will depend on the host government or the attacker if you are in captured territory.

In the event of any act of war, the first consideration will be the possible impact on American expatriate employees and whether they should be evacuated. If the decision is not to evacuate, at least take the preparatory steps discussed in this chapter. (See Chapter IV for detailed evacuation planning.)

Sabotage

Acts of sabotage against your business may be initiated for a number

of reasons and may come in many forms. The nature of the specific acts committed

will, to a great extent, determine how they should be handled. For example, the

prevention and control of internal sabotage is frequently the primary responsibility of the organization's security manager and/or staff. Prevention and control of external sabotage will normally require the assistance of the local police, although in some instances, depending on location, targets, and severity, the host country's defense forces may become involved.

In the event of sabotage directed at equipment or personnel located outside your facilities you can reduce your vulnerability by doing the following:

- Immediately report all suspicious incidents to the local police agency as well as the U.S. Embassy security officer.

- Consider assigning guards to observe fixed assets or to escort personnel and equipment and supply shipments while en route.

- Provide two-way radios for personnel and equipment operators and train them to use the radios.

- Vary routes and times of movement of personnel and equipment to avoid routines.

Depending on the nature of the threat, the first priority may be to gather all personnel in one location (on company premises) or to evacuate the premises and have all employees return to their living quarters and remain there with their families to await further instructions.

Chapter VI. Natural Disasters

General

People have been unable to prevent natural phenomena, which often result in natural disasters, such as cyclones, hurricanes, typhoons, earthquakes, tornadoes, floods, lightning strikes, volcanic eruptions, and the like.

This chapter is directed to individuals and American Businesses Abroad and both are urged to read, understand, and implement the precautions outlined on these pages in the interest of safe survival and minimal property damage from these so-called acts of God. The procedures outlined on these pages dealing with natural disasters are valid in the United States and most countries abroad, but must be supplemented with information available from the government of your country of residence. For example, warning signals for approaching storms may differ from one country to the next, or evacuation from low-lying terrain before an imminent flood may be mandatory rather than optional in some countries. Use the general safety tips described herein, but do not be lured into a false sense of security by these tips alone. Make it your business and that of your loved ones to learn and abide by local laws, customs, and caveats dealing with natural disasters in your host country.

Please note well: It is not likely that all members of a family unit will be together at home when a natural disaster strikes. Ensure that all members of the family are sufficiently conversant with the precautionary guidelines set out here to maximize their safety regardless of their location when the disaster strikes. This awareness will ensure peace of mind for

all members of the family.

Cyclones/Hurricanes/Typhoons

Tropical cyclones, hurricanes, and typhoons are regional names for what is essentially the same phenomenon. Depressions in the tropics that develop into storms are called tropical cyclones in some parts of the world, hurricanes in other areas, and typhoons in still other areas. For the purposes of this discussion, these storms will be referred to as cyclones. Winds in tropical cyclones reach constant speeds of 74 miles per hour or more and blow in a large spiral around a relatively calm center known as the “eye.” In the Northern Hemisphere, the circulation is

counterclockwise, and in the Southern Hemisphere, it is clockwise. Stated simply, cyclones are giant whirlwinds in which air moves in a large tightening spiral around the eye. Near the center of the cyclone, winds may gust to more than 200 miles per hour. The entire storm dominates the ocean surface and lower atmosphere over tens of thousands of square miles.

The eye of the cyclone is deceptively insidious. If the storm is moving at its average speed of 20-30 miles an hour and the eye passes directly through a location, the winds may subside to relative calm and torrential rains may yield to a partly cloudy or even a clear sky. Many people have been killed or injured when the calm eye lured them out of shelter, only to be caught in the maximum winds at the far side of the eye, where the wind blows from a direction opposite that of the leading half of the storm.

Tropical cyclones are frequently described as the most devastating of all natural phenomena because of their tremendous size, relatively slow movement, and at times absence of movement, as well as their highly erratic path or direction.

Clearly, the tornado (addressed later in this chapter) is a much more violent storm (with wind speeds approaching 300 miles per hour), but its time on Earth is short and its devastating destructive path is infinitesimal by comparison to the cyclone. The average path width of a tornado is 425 yards and the average path length only 25 miles. Consider the worst

cyclone on record, which struck Bangladesh in 1970, killing more than 200,000 people with damage in the billions of dollars. No tornado has ever even closely approached such unprecedented proportions of death, human suffering, and property damage.

Recommended Action to Lessen the Effect of Cyclones

Over the years, much research and experimentation have been undertaken by meteorological scientists, governments, and emergency planners throughout the world on the subject of tropical cyclones. These efforts indicate that the effect of cyclones can be substantially reduced, especially personal injury and loss of life, by effective emergency preparedness. The purpose of these guidelines is to stimulate such preparedness. Do not adopt an attitude that nothing can be done about natural disasters. Good understanding of storm phenomena, effective planning, and adequate preparation will lessen the impact on you, your loved ones, and your property.

Safety Rules—Before the Storm

- Most developed nations have cyclone/hurricane/typhoon warning or alerting systems in place. Learn and abide by them.

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- Listen to television and radio reports concerning progress of the storm.
 - Enter each storm season prepared. June through November is the hurricane season in the United States, but seasons vary in other parts of the world. Learn the months and duration of the season where you reside.
 - Establish an emergency supply of boards, tools, batteries, first-aid supplies, nonperishable foods, and other equipment that you will need in the event a cyclone strikes.
 - When a cyclone becomes imminent in your area, plan your time before the storm arrives and avoid the last minute rush, which might leave you marooned or unprepared.
 - Remain calm until the emergency ends.
 - Leave low-lying areas that may be swept by high tides or storm waves.
 - Leave mobile homes for more substantial shelter. Mobile homes are particularly vulnerable to overturning during strong winds. Damage can be minimized by securing the homes with heavy cables anchored in concrete footings.
 - Moor your boat securely before the storm arrives or evacuate it to a designated safe area. When your boat is moored, leave it and do not return until the wind and waves subside.
 - Board up windows or protect them with storm shutters or tape. Danger to small windows is mainly from wind-driven debris. Larger windows may be broken by wind pressure.
 - Secure outdoor objects that might be blown away or uprooted. Garbage cans, garden tools, toys, signs, porch furniture, and a number of other harmless items become missiles in cyclone winds. Anchor them or store them inside before the storm strikes.
 - If possible, remove coconuts and other heavy fruits such as mangos from trees before the storm strikes and secure them so they do not become flying missiles.
 - Store drinking water in clean bathtubs, jugs, bottles, and cooking utensils; the water supply may be contaminated by flooding.
 - Monitor the storm's position through radio broadcasts on a battery-powered radio. Utilities will almost certainly be interrupted.
 - Keep your car fueled. Service stations may be inoperable for several days after the storm strikes because of flooding or interrupted electrical power.

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- If your home is sturdy and on high ground, remain there; if it is not, move to a designated shelter and stay there until the storm is over.
 - Remain indoors during the cyclone. Travel is extremely dangerous.
 - Know where emergency medical assistance can be obtained and where Red Cross disaster stations will be set up before the storm hits. Learn the safe routes to those locations.
 - Beware of the eye of the cyclone. If the calm storm center passes directly overhead, there will be a lull in the wind lasting from a few minutes to half an hour or more. Stay in a safe place unless emergency repairs are absolutely necessary. Remember, at the other side of the eye, the winds rise very rapidly to cyclone force and come from the opposite direction.
 - Report broken sewer or water mains to the water department.
 - Prevent fires. Lowered water pressure may make firefighting difficult.
 - If power has been off during the storm, check refrigerated food for spoilage.
 - Remember that cyclones moving inland can cause severe flooding. Stay away from river banks and streams.
 - Tornadoes spawned by cyclones are among the worst killers in terms of all storms. If you are alerted to a tornado through the radio or if you sight such a storm, seek inside shelter immediately, preferably below ground level. If the tornado catches you outside and there is not time to escape, lie flat in the nearest depression such as a ditch or ravine. (See the section on tornadoes later in this chapter.)

When the Cyclone Has Passed

- Stay out of disaster areas. Unless you are qualified to help, your presence might hamper first-aid and rescue work.
- Drive carefully along debris-filled streets. Roads may be undermined and may collapse under the weight of a car. Landslides along roadways are also a hazard.
- Avoid loose or dangling wires, and report them immediately to the power company or the nearest law enforcement officer.
- Remain indoors during the storm, preferably in an interior room without windows.
- When electric power is disrupted, turn off appliances and light switches so that electric circuits will not be overloaded when electricity is restored.

- Keep refrigerator and freezer doors shut. Food will stay cold for hours if you keep the cold air inside.
- Use the most perishable foods first.
- Have coloring books and crayons to keep young minds busy to prevent boredom. Keep other appropriate games for your children where they are immediately accessible.

Here is a safety and supply checklist. At the outset of the cyclone season, depending on where you live, you should ensure that you have the following items immediately available. Unfortunately, many people do not prepare in advance for storms such as these and rapidly exhaust their supplies of some of these items. Do not be caught unprepared.

- Flashlight
- Fresh batteries
- Portable radio
- First-aid kit
- Bottled water
- Sterno
- Candles
- Matches
- Canned and non-perishable foods
- Manual can opener
- Hammer
- Nails
- Duct tape
- Plywood sheets
- Rope
- Canvas tarpaulin
- Inflatable raft
- Life preservers
- Cooking and eating utensils
- Plastic bags for storage of waste

and trash

Tornadoes

A tornado is a violently swirling column of air in contact with the ground. Tornadoes usually develop from strong or severe thunderstorms. Their time on Earth is short, and their destructive paths are rather small. Yet, when one of these short-lived, local storms marches through populated areas, it leaves a path of almost total destruction. In seconds, a tornado can reduce neighborhoods into rubble.

Although most tornadoes strike during the spring and summer, it is important to realize that they can occur anywhere, at any time. The winds of the tornado can reach speeds of 100 to 300 miles per hour, and the tornado travels at an average speed of 30 miles per hour. Tornadoes can topple buildings, roll mobile homes, uproot trees, hurl people and animals through the air for hundreds of yards, and fill the air with lethal, wind-borne debris. Since the direction tornadoes travel can be erratic and may change suddenly, get to shelter immediately!

If You Are in a House or Apartment

- The safest place is in the basement in a corner against an outside wall or underneath the basement stairway.

-
- For added protection, get under something strong, such as a workbench or heavy table. If possible, cover your body with a blanket or sleeping bag. Protect your head with anything that is available.
 - Avoid windows! Flying debris does most of the killing, and the worst kind of flying debris is broken glass.
 - Avoid taking shelter underneath a floor that supports the refrigerator, washing machine, piano, or other heavy objects.
 - Avoid rock or brick walls and chimneys. They have a tendency to collapse straight down.
 - If the house has no basement or if there is not enough time to get to the basement, move to an interior closet, an interior bathroom, or the innermost hallway on the lowest floor. Because the walls are closely tied together, they will hold together better in the high winds.

If You Are in a Mobile Home

- Seek other shelter immediately.
- Do not get under a mobile home.
- Make arrangements with friends or neighbors who have basements. When the weather looks threatening, go there. Encourage your mobile home group to develop its own shelter.

If You Are in a Motor Vehicle

- Do not stay in a motor vehicle during a tornado as it is the least desirable place. Cars, buses, and trucks easily become flying missiles as a result of tornadic winds.
- Never try to outrun a tornado in your car.
- Stop your vehicle and get out. Seek shelter someplace else. Try to get into a basement. Do not get under or next to your vehicle; it may roll over on you.

If You Are Outdoors

- If you are outdoors and there is no basement or building to get into, get as far underground as possible. Remember, your best chance for survival is to get away from the killing winds. Do not stand up and watch the tornado.
- Seek shelter in a ditch, gully, ravine, or culvert. Even just a low spot in the ground is going to give you some protection.
- Do not get into a grove of trees. Remember to protect your head.

If You Are in a Long-Span Building

- Grocery stores, theaters, civic centers, shopping centers, gymnasiums, and swimming pools are especially dangerous because the entire roof structure is usually supported solely by the outside walls. The tornado winds knock out the supporting walls and the roof collapses.
- If there is not enough time to get to another building, go to the restroom, the next best place to be. The concrete block walls, metal partitions, and plumbing help hold things together as well as to help support any falling debris.
- If the building is coming apart and there is no time to go anywhere, seek shelter right where you are. Try to get up against something that will support or deflect the falling debris. In a department store, get up against heavy shelving or counters. In a theater, get under the seats. Remember to protect your head.
- If there is time to get out of long-span buildings, try to get to a building that has a basement. If no building is available, remember to get out of the winds and into a ditch, gully, or ravine.

If You Are in a School, Hospital, Nursing Home, or Office Building

- Get into the innermost portion of the building with the shortest span.
- Avoid windows and glass doorways.

- Get into the basement if possible.
- Do not use elevators; the power may go off and you could become stuck on the upper floors.
- Do not open windows; time is too valuable and flying glass is dangerous.
- Students and patients should be moved from the upper floors first.
- Get into the inside hallways and close the doors to the outside rooms. This action will keep flying glass and debris to a minimum. Get everyone against the hallway walls, facing the wall.
- Protect your head, and make yourself as small a target as possible by crouching.
- Keep away from the ends of the hallways.

Be Prepared

- No matter where your shelter is, have a few basic supplies there. Have spare clothing, blankets or sleeping bags, a portable radio and/or weather radio, and a flashlight. Fresh drinking water and some food are helpful, as well as a few tools to help you dig out in case of collapse.

-
- Since tornadoes usually take out power lines, practice getting to your shelter under blackout conditions at least once before the tornado season begins and occasionally throughout the season.

Earthquakes

The devastation caused by an earthquake is not confined to those areas of the world on or near fault lines. Earthquakes can cause severe damage hundreds of miles away from a fault line.

During an earthquake, the “solid” earth moves like the deck of a ship. The actual movement of the ground, however, is seldom the direct cause of death or injury.

Most casualties result from falling objects and debris because the shocks can shake, damage, or demolish buildings. Earthquakes may also trigger landslides, cause fires, and generate huge ocean waves called tsunamis.

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Before the Next Earthquake

Be prepared. Take the time **now** to read the following checklists and take the necessary actions to minimize risks to yourself, your loved ones and your home.

You can also take an Earthquake Preparation class from the Red Cross.

Home Evaluation

Check that:

- The water heater is attached to the wall studs with galvanized plumber’s tape to prevent tipping. Galvanized plumber’s tape can be found at your local hardware store.
- There are no cracks in your home’s foundation. Cracks wider than one-eighth inch indicate potential weakness.

-
- Your house is attached to the

foundation with bolts through the sill.

- The exterior foundation cripple walls (the walls that enclose the crawl space under your home) are properly braced.
- Children's play areas are located away from earthquake hazards. Walls of brick, adobe or concrete block without steel reinforcement, and masonry veneers or chimneys often collapse in earthquakes.
- Household chemicals are stored so that containers will not easily tip over and spill their contents.
- Contact an architect, engineer or local building official for advice on needed repairs or strengthening. If you live in an apartment, ask the building owner to do these repairs.
- Know the locations of emergency exits, fire alarms, and fire extinguishers.

Emergency Supplies

Be sure you have these basic supplies on hand (at home and in the office):

- Portable radio (extra batteries).
- Flashlights. Any two-battery cell lights are excellent. Lights using more than two "D" battery cells or any lights requiring higher voltage batteries should be of the sealed "safety" type.

NOTE: Batteries last longer if stored in the freezer.

- First-aid kit and handbook.
- Enough water for each family member for at least one week and keep a canteen of water in the car too.

- Canned food, non-electric can opener, required medications, and powdered milk for at least one week.
- Pipe or crescent wrenches to turn off gas and water supplies.
- Alternate means of cooking such as a barbecue or camp stove that can be used outdoors. Be sure to store fuel out of children's reach.
- Small bottle of chlorine bleach to purify drinking water.

Know the Following:

- The safest places in your home. They should be away from heavy furniture or appliances which might shift in an earthquake, masonry veneers (e.g. fireplace) which might fall, and large panes of glass that might break.
- Check the location of your gas, electric, and water main shutoffs. Know how to turn them off. If in doubt, ask your gas, power, and water companies.

- A place where your family can reunite after the earthquake. You may be at work when the earthquake occurs, or the children may be in school. Know the earthquake plan developed by your children's school. You may have to stay at your workplace for a day or two following a major earthquake. Transportation and communication may be disrupted. Make sure your family has a plan for what to do wherever they are when the earthquake occurs.
- The locations of your nearest fire and police stations and local emergency medical facility.

Organizing Your Neighborhood

It may take up to 72 hours or longer for emergency assistance to reach you after a major earthquake. You and your neighbors will have to depend on one another to cope with the damage and injuries until help arrives. Just like your family, your neighbors will be better able to cope with the aftermath of an earthquake or any disaster if everyone is prepared.

Some communities with an existing program to watch out for the property and welfare of other residents, such as "Neighborhood Watch," may include earthquake preparedness as part of their program.

Organize Now!

Use the following checklist.

- Schedule a meeting of your neighbors to discuss earthquake preparedness. Your

local Office of Emergency Services and the Red Cross can help with speakers, films, and printed materials. There may be a lack of enthusiasm for such activity. Try passing out newspaper clippings along with the questionnaire (discussed next) right after a damaging earthquake.

- Distribute the questionnaire in person before the meeting. It should ask for the following information:
 - Number of residents per household.
 - Home telephone number.
 - Work address and telephone number.
 - Name, address and telephone number of school(s).
 - Telephone number of relatives.
 - Special skills, such as nursing or radio operation that could be helpful in an emergency.
- At the meeting, assign emergency tasks to each person. Assign enough work to maintain interest, but not enough to discourage volunteers. Try matching assignments with special skills. The Medical Officer should have professional skills or first-aid training. Radio amateurs could handle communications.

Plumbers and electricians could help restore utility service.

During an Earthquake

- If you are indoors, stay there! Get under a desk or table and hang onto it. Stay clear of windows, fireplaces, and heavy furniture or appliances. Do not rush outside. You may be injured by falling glass or falling debris. **DO NOT** try using the stairs or elevators while the building is shaking or while there is danger of being hit by falling glass or debris.
- If you are outside, get into the OPEN, away from buildings and power lines.
- If you are driving—STOP!—but stay inside. **DO NOT** stop under trees, lightposts, electrical power lines or signs.
- If you are in a mountainous area, be alert for falling rock and other debris that could be loosened by the quake.

After an Earthquake

- Check for injuries, use proper first aid, and seek out and treat the most seriously injured first.
 - If a person is not breathing—use mouth-to-mouth resuscitation to revive them.
 - If a person is bleeding—put pressure over the wound. Use clean gauze or cloth, if available.

- **DO NOT** attempt to move seriously injured persons unless they are in immediate danger of further injury.

- Cover injured persons with blankets to prevent shock.

- Wear shoes to avoid injury from broken glass and debris.

- Safety check. Check for the following potential risks:

- Fire or fire hazards.

- Gas leaks. If a leak is suspected or identified by the odor of natural gas, shut off the main gas valve or wait for the gas company to check it and they will turn it back on.

- Damaged electrical wiring. If there is any damage to your house wiring, shut off power at the control box.

- Downed or damaged utility lines. **DO NOT** touch downed power lines or objects in touch with them.

- Downed or damaged chimneys. Approach chimneys with caution. They may be weakened and could topple during an aftershock. Do not use a damaged chimney—it could start a fire.

-
- Fallen items in closets and cupboards. Beware of items tumbling off shelves when you open the door.
 - Immediately clean up any spilled medicines, drugs, or other potentially harmful materials such as bleach, lye or gasoline or other petroleum products.
 - Check your food and water supplies.
 - **DO NOT** eat or drink anything from open containers near shattered glass.
 - If power is off, plan meals to use up frozen food or food that spoils quickly.
 - Use barbecues or camp stoves outdoors for emergency cooking.
 - If water is off, you can use supplies from water heaters, toilet tanks, melted ice cubes, canned vegetables.
 - Do not search for a gas leak with a match, or lit smoking material.
 - Let the gas company turn on the gas.
 - Do not use lighters or open-flame appliances until you are sure there are no gas leaks.
 - Do not operate electrical switches or appliances, including telephones, if you suspect a gas leak. The appliance may create a spark that could ignite the leaking gas.

—Only in an emergency should you use the telephone. You could tie up lines needed for emergency services.

How to Shut Off a Gas Supply

(Do only if you suspect a leak or can smell escaping gas).

- The main shut-off valve is located next to your meter on the inlet pipe.
- Use a crescent or pipe wrench and give the valve a quarter turn (90 degrees) in either direction. The valve will now run crosswise on the pipe and the line is closed.

How to Shut Off Electricity

- Locate the ON/OFF switch on the circuit breaker box or fuse box. The main fuse nearest the heavy cable coming into the building can also be shut off.
- Be certain you can turn off the electricity in an emergency.

Disinfection of Water

- Before attempting disinfection, first strain water through a clean cloth or handkerchief to remove any sediment, floating matter or glass.
- Water may be disinfected with 5.25% sodium hypochlorite solution (household chlorine bleach). **DO NOT** use solutions in which there are active ingredients other than hypochlorite. Use the following proportions:

Clear Water

<u>Water</u>	<u>Solution</u>
1 quart	2 drops
1 gallon	8 drops
5 gallons	1/2 teaspoon

Cloudy Water

<u>Water</u>	<u>Solution</u>
1 quart	4 drops
1 gallon	16 drops
5 gallons	1 teaspoon

- Mix water and hypochlorite thoroughly by stirring or shaking in a container. Let stand for 30 minutes before using. A slight chlorine odor should be detectable in the water. If not, repeat the dosage and let stand for an additional 15 minutes.

NOTE: Water may also be purified by boiling rapidly for 3 minutes.

Cooperate With Public Safety Efforts

- Do not use your telephone except to report medical, fire or violent crime emergencies.
- Turn on your portable radio for information and damage reports.
- Do not go sightseeing afterwards, especially in beach and waterfront areas where seismic waves could strike. Stay away from heavily damaged areas.
- Keep streets clear for emergency vehicles.
- Be prepared for aftershocks. Most of these are smaller than the main quake, but some may be large enough to do additional damage.

Thunderstorms and Lightning

Lightning always accompanies thunderstorms. One strike of lightning can carry 100 million volts and a heat so intense that it can boil and evaporate the sap in a tree. Lightning travels 200 miles per second; it can take less than one second for lightning to fatally strike a person. Usually, people are not directly struck. The strike may hit a tree, and the person near the tree receives a small charge, only 1-2 seconds of that small charge can cause death. Lightning causes many

thousands of building and forest fires each year, and it kills more people than either hurricanes or tornadoes combined. Of those people struck, two-thirds survive. Probably more people would survive if those at the scene knew how to react.

When someone is struck by lightning, all cells in the body stop functioning. The sudden voltage can place the victim in suspended animation for 5-20 minutes. This causes a halt to respiration, heartbeat, and metabolism. An observer could easily assume that the victim is dead, and many people probably die because of this faulty assumption. This is not true. The lightning enters and exits the body in a second.

First Aid for Victims of Lightning Strikes

- Check the breathing of the person who seems to be unconscious or even dead. If the person is not breathing, begin mouth-to-mouth resuscitation and try to find a pulse. If there is no pulse, begin cardiovascular resuscitation and continue until the body takes over and resumes normal function. This may take a long time, but with your efforts you are sustaining life. When the heartbeat does return, it often begins with a very slow beat and gradually returns to normal. It is also possible that the heart and breathing may stop and start many times. Therefore, victims must be watched continuously until professional help arrives. Even after recovery, the person may appear cyanotic (blue) or complain of numbness and even paralysis. Others will suffer from headache or amnesia.

You should be alert to these symptoms and mention them to the medical professionals when they arrive. However, a first-aider's primary concern is to sustain breathing and heartbeat.

- Many victims also have burns, ranging from minor redness to third-degree charring, after being struck by lightning. The skin may appear charred in two areas: the point where flow of electricity entered the body and the point where it exited—usually the feet. Treat these burns by covering them with sterile gauze. The depth of injury may be greater than it appears.
- Lightning may create debris and also cause people to be thrown about, resulting in wounds and broken bones. These are treated the same way as any wounds or fractures. First try to control bleeding and then cover and splint possible breaks. To be sure, keep a close watch on breathing and heartbeat and, if they stop, begin emergency procedures.

Precautions To Take During Thunderstorms

- Go inside when a thunderstorm develops. While inside, do not use

the telephone or stand between a door and a window

- If you are in an all-metal vehicle, stay there. In a car, do not lean against the doors or play a citizen band radio. If you are in a convertible car, get indoors.
- It may be advisable to unplug the television set and other appliances, e.g., air conditioners, etc. If lightning strikes a power line, the electrical surge could burn out your set. Do not, however, unplug the set during a storm—an electrical surge at that moment could cause severe injury.
- If you cannot get indoors, do not stand under a natural lightning rod, such as a single tree in an open area. Avoid small sheds or barns standing alone in open spaces.
- Try not to be the tallest object in an area. Do not stand on a hilltop or an open beach. Look for a cave, an overhang, a gully, or a ditch that is lower than ground level, but not one that is filling with water.
- Stay away from wire fences, metal pipes, railroad rails, or any other metal path that could conduct lightning and carry it to you.
- If you are on a vehicle such as a motorcycle, golf cart, or bike, get off and find safe shelter.

·Do not carry anything made of metal,

such as golf clubs, an umbrella, or a metal tennis racket. Put it down and come back for it after the storm.

- Get away from and out of water. Do not stay out in a small open boat. In a boat, go below deck or get as low as possible. Stay as far away as you can from the mast of a sailboat.
- If you are in the woods, find a low area under a thick growth of small trees, but be alert for flash floods. A camp tent in the woods is probably safe if the tent is not pitched near a tall, isolated tree or in an open space.
- As the storm descends, resist running out to take clothes off the line.
- If you feel your hair stand on end, suggesting that lightning is about to strike, drop to your knees and bend forward, putting your hands on your knees. Do not lie flat. You want as small an area as possible touching the ground to minimize the danger of your body acting as a conductor.

Selected Other Natural Disasters

The natural phenomena described in this section do not normally receive the amounts of publicity that the previously described storms do, but they can be equally dangerous.

Winter Storms

Blizzards are the most dramatic and perilous of all winter storms, characterized by strong winds bearing large amounts of snow. Most of the snow accompanying a blizzard is in the form of fine, powdery particles, whipped in such great quantities that at times visibility is only a few yards. If a blizzard traps you, do the following:

- Avoid overexertion and exposure. Exertion from attempting to push your car, shoveling heavy drifts, and performing other difficult chores during the strong winds, blinding snow, and bitter cold of a blizzard may cause a heart attack—even for people in apparently good physical condition.
- Stay in your vehicle. Do not attempt to walk out of a blizzard. Disorientation comes quickly in blowing and drifting snow. Being lost in open country during a blizzard is almost certain death. You are more likely to be found and more likely to be sheltered in your car.
- Do not panic.
- Keep fresh air in the car. Freezing wet snow and wind-driven snow can completely seal the passenger compartment.
- Beware of carbon monoxide and oxygen starvation. Run the motor

and heater sparingly and only with the downwind window open for ventilation.

- Exercise by clapping hands and moving arms and legs vigorously from time to time, and do not stay in one position for too long.
- Turn on dome light at night to make the vehicle visible to work crews.
- Keep watch. Do not permit all occupants of the car to sleep at once.

Winter Storm Safety Rules

Keep ahead of the winter storm by listening to the latest weather warnings and bulletins on radio and television.

- Check battery-powered equipment before the storm arrives. A portable radio or television set may be your only contact with the world outside the winter storm. Also, check emergency cooking facilities and flashlights.
- Check your supply of heating fuel. Fuel carriers may not be able to service you if a winter storm buries your area in snow.
- Keep an extra food supply. Your supply should include food that requires no cooking or refrigeration in case of a power failure.

- Prevent fire hazards due to overheated coal or oil burning stoves, fireplaces, heaters, or furnaces.
- Stay indoors during storms and cold snaps unless you are in peak physical condition. If you must go out, avoid overexertion.
- Shoveling snow can be extremely hard work for anyone in less than prime physical condition and has been known to bring on a heart attack, a major cause of death during and after winter storms.
- If you live in a rural area, make necessary trips for supplies before the storm develops or not at all; arrange for emergency heat supply in case of power failure, and be sure camp stoves and lanterns are filled.

Your automobile can be your best friend—or your worst enemy—during winter storms, depending on your preparations. Have your car winterized before the storm season begins. Take care of everything on the following checklist before winter storms strike your area:

- | | |
|---|---|
| <input type="checkbox"/> Ignition system | <input type="checkbox"/> Heater |
| <input type="checkbox"/> Brakes adjusted | <input type="checkbox"/> Battery |
| <input type="checkbox"/> Lights | <input type="checkbox"/> Wiper blades |
| <input type="checkbox"/> Tire tread | <input type="checkbox"/> Defroster |
| <input type="checkbox"/> Lubrication | <input type="checkbox"/> Chains |
| <input type="checkbox"/> Fuel System | <input type="checkbox"/> Exhaust system |
| <input type="checkbox"/> Window scraper | <input type="checkbox"/> Antifreeze |
| <input type="checkbox"/> Winter-grade oil | <input type="checkbox"/> Snow tires installed |

Be equipped for the worst. Carry a winter storm car kit, especially if cross-country travel is anticipated or if you live in the Northern States. The winter storm car kit should contain blankets or sleeping bags, matches and

candles, an empty 3-pound coffee can with plastic cover, facial tissue, paper towels, extra clothing, high-calorie nonperishable food, compass and road maps, knife, first-aid kit, shovel, sack of sand, flashlight or signal light, windshield scraper, booster cables, two tow chains, fire extinguisher, catalytic heater, and an axe.

Winter travel by automobile is serious business. Take your travel seriously.

- If the storm exceeds or even tests your limitations, seek available refuge immediately.
- Plan your travel and select primary and alternate routes.
- Check latest weather information on your radio.
- Try not to travel alone; two or three people are preferable.
- Travel in convoy with another vehicle, if possible.
- Always fill gasoline tank before entering open country, even for a short distance.
- Drive carefully and defensively.

Dress to fit the season. If you spend much time outdoors, wear loose-fitting, lightweight, warm clothing in several layers; layers can be removed to prevent perspiring and subsequent chill. Outer garments should be tightly woven, water repellent, and hooded. The hood should protect much of the face, cover the mouth to ensure warm breathing and to protect the lungs from the extremely cold air. Remember that entrapped, insulating air, warmed by body heat, is the best protection against cold.

Several layers of thinner protective clothing are more effective and efficient than single layers of thick clothing; and mittens, snug at the wrists, are better protection than fingered gloves.

Flash Floods

Flash floods are a fact of life, and death frequently occurs along the rivers and streams of the world. These deaths result from heavy rains filling natural and manufactured drainage systems, to overflowing, with raging water.

Flash flood waves, moving at incredible speeds, can roll boulders, tear out trees, destroy buildings and bridges, and scour out new channels. Killing walls of water can reach heights of 10-20 feet. You will not always have warning that these deadly, sudden floods are coming.

The moment you first realize that a flash flood is imminent, act quickly to save yourself. You may have only seconds.

- Get out of areas subject to flooding,

including dips, low spots, canyons, washes, etc.

- Avoid already flooded and high velocity flow areas. Do not attempt to cross a flowing stream on foot where water is above your knees.
- If driving, know the depth of water in a dip before crossing. The roadbed may not be intact under the water.
- If the vehicle stalls, abandon it immediately and seek higher ground; rapidly rising water may engulf the vehicle and its occupants and sweep them away.
- Be especially cautious at night when it is harder to recognize flood dangers.
- Do not camp or park your vehicle along streams and washes, particularly during threatening conditions.

General Floods

A general flood usually provides ample warning time to those in its path. It is much slower to develop than the flash flood. Flooding occurs when sufficient rain has fallen to cause rivers

to overflow their banks and when melting snow combines with rainfall to produce similar effects.

Flood Safety Rules

Before the flood:

- Keep materials on hand such as sandbags, plywood, plastic sheeting, and lumber.
- Install check valves in building sewer traps to prevent flood water from backing up in sewer drains.
- Arrange for auxiliary electrical supplies for hospitals and other operations that are critically affected by power failure.
- Keep first-aid supplies at hand.
- Keep your automobile fueled; if electric power is cut off, service stations may not be able to operate pumps for several days.
- Keep a stock of food that requires little or no cooking and no refrigeration; electrical power may be interrupted.
- Keep a portable radio, emergency cooking equipment, lights, and flashlights in working order.
- Know your elevation above flood state.

· Know your evacuation route.

After a flood warning:

- Store drinking water in clean bathtubs and in various containers. Water service may be interrupted.
- If you are forced to leave your home and time permits, move essential items to safe ground; fill fuel tanks to keep them from floating away, and grease immovable machinery.
- Move to a safe area before access is cut off by flood water.

During the flood:

- Avoid areas subject to flooding.
- Do not attempt to cross a flowing stream where water is above your knees.
- Do not attempt to drive over a flooded road; you can be stranded or trapped. The depth of water is not always obvious.

After the flood:

- Do not use fresh food that has come in contact with flood waters.
- Boil drinking water before using. Wells should be pumped out, and the water tested for purity before drinking.

· Seek necessary medical care at nearest

hospital. Food, clothing, shelter, and

first aid are available at Red Cross shelters.

- Do not visit disaster areas; your presence might hamper rescue and other emergency operations.
- Do not handle live electrical equipment in wet areas; electrical equipment should be checked and dried before being returned to service.
- Use flashlights, not lanterns or torches, to examine buildings, because flammables may be inside.
- Report broken utility lines to appropriate authorities.

Heat Wave

Heat kills by taxing the human body beyond its abilities. U.S. Government statistics, from the U.S. Chamber of Commerce, indicate that in the United States more direct casualties result annually from heat and solar radiation than from other natural hazards, such as lightning strikes, hurricanes, tornadoes, floods, or earthquakes. Only the cold of winter kills more Americans.

Problems for Special Populations

Elderly people, small children, chronic invalids, those on certain

medications or drugs (especially tranquilizers and anticholinergics), and people with weight and alcohol problems are particularly susceptible to heat reactions, especially during heat waves in areas where a moderate climate usually prevails.

Heat Wave Safety Tips

- Slow down. Strenuous activities should be reduced, eliminated, or rescheduled to the coolest time of the day. Individuals at risk should stay in the coolest available place, not necessarily indoors.
- Dress for summer. Lightweight, light-colored clothing reflects heat and sunlight and helps the body maintain normal temperatures.
- Put less fuel on your inner fires. Foods (like proteins) that increase metabolic heat production also increase water loss.
- Drink plenty of water or other nonalcoholic fluids. Your body needs water to keep cool. Drink plenty of fluids even if you do not feel thirsty. People who: (1) have epilepsy, kidney, or liver disease, (2) are on fluid-restrictive diets, or (3) have a problem with fluid retention should consult a physician before increasing their consumption of fluids.
- Do not drink alcoholic beverages.

-
- Do not take salt tablets or increase salt intake unless specified by a physician.

- Spend more time in air conditioned places. If you cannot afford an air conditioner, spend some time each

day (during hot weather) in an air conditioned environment if possible, because it affords some protection.

·Do not get too much sun. Sunburn makes the job of heat dissipation much more difficult.

Chapter VII. Epidemic and Emergency Care

Introduction

A significant challenge to any health care system is the occurrence of a sudden disaster such as a flood, earthquake, or hurricane. Such events create a period in which decisions made can alter the balance between life and death. The word disaster implies that the established systems of medical care are overwhelmed or destroyed. With this in mind, we will examine the question of epidemic and emergency care concerns during a crisis.

Even under normal conditions, health risks exist everywhere, and for this reason, international travelers are advised to contact their local health department, physician, or private or public health agency at least four weeks prior to departure to obtain current health information on countries that they plan to visit. It is very important to be aware of health problems associated with your scheduled destination. This focus on education, prior to departure, can assist you in overcoming a spontaneous situation arising from some emergency after your arrival. The U.S. Department of Health and Human Services publishes a useful book entitled Health Information for International Travel. Along with their biweekly summary (also called the "Blue Sheet"), it will provide you with accurate information on vaccinations required for

international travel.

Epidemics

Let us examine the role you can play in protecting yourself from an epidemic situation. From the educational approach, you can review the medical history of an area. Wherever you might travel, medical statistics have been collected, analyzed, and summarized evaluating diseases past and present. Although most authorities agree that significant reporting problems exist, they still feel that the information gathered is very useful in monitoring and reflecting an area's current state of health.

Although executives who travel cannot personally do all of the research involved, they can assign it to someone on their staffs. Without this slight advance preparation, you could be placing yourself at risk.

Most industrialized countries have virtually eliminated the problem of epidemics as primary disasters, but outbreaks can result in connection with some other disaster. Although poorer

developing countries also rarely experience outbreaks of communicable diseases, when it happens after a disaster, it usually involves encampment of populations where meticulous attention to sanitation is not a priority. The most prevalent diseases in populations stricken by disaster are food intoxication because of bacterial toxins or water contamination resulting from the breakdown of sanitation systems.

Because disease can erupt in the aftermath of a disaster, health authorities monitor epidemiological factors that determine the potential for transmitting communicable diseases. These factors are:

- Changes in preexisting levels of disease.
- Population displacement.
- Population density.
- Disruption of public utilities.
- Interruption of basic public health services.

All diseases have specific preventive recommendations. Generally these recommendations are routine public health measures that apply to everyday life. Although some guidelines may seem obvious, we need to think in terms of the factors just listed.

The following concerns may occur after a disaster:

- Safe water for drinking and washing: If

the local water system becomes contaminated, do you have treatment capability or stored emergency water for drinking and personal hygiene? Would the local authorities be able to communicate a contamination problem to you, or could you identify a problem immediately?

- Sanitation: When normal sanitation systems stop working, a temporary system must be established immediately to prevent further health complications. Adequate water supplies are necessary to clean hands to prevent further spread of disease while executing routine duties such as food preparation or care of the sick and injured.
- Food preparation: You should have access to adequate food and the means to prepare it properly and eat only well cooked foods while they are hot.
- Insect and animal control: The concerns noted above, water contamination, sanitation, and food preparation, will determine the impact of animals and insects in a disaster area. They can become carriers in some situations if

attention is not given to vector control. In areas where insect and animal diseases are endemic, use screening and insect repellent and avoid contact with animals as much as possible.

- **Crowding:** As the population density increases, all emergency services will feel the effects. When any system is overwhelmed, it creates additional problems that need quick solutions. If an epidemic potential exists, departure from the general area will remove you from the danger, but often this is not feasible. Remember, epidemics can occur after a disaster when encampments become necessary.
- **Disease surveillance, identification, immunization, isolation, and treatment:** Authorities will investigate rumors and reports of diseases, test for factual results, report to decision makers, and provide continuous monitoring through the recovery phase after an epidemic.

Emergency Care

After any disaster, emergency care becomes a main part of recovery. When we think of emergency care, many things come to mind, such as ambulance technicians at an accident scene or the hospital emergency room. These two situations are far removed from the types of scenes found in the aftermath of a disaster. It is possible that local authorities could be completely overwhelmed and committed for several

days, depending on the size of the disaster. The importance of knowing life safety procedures and first-aid techniques cannot be overstressed during this initial period of a disaster.

The first 24 hours are critical in saving the lives of injured victims. A medical assessment should be done immediately, or as soon as possible, following the disaster. Some injured people will not be able to survive the ordeal, and your limited response should be used where it can do the most good. Those who have training in first aid need to organize the others and use them in assisting and treating the injured, thus starting to care for the injured and keeping the others busy to reduce the risk of panic. A morgue must be established to separate the deceased people from the survivors. Separation is as much for psychological as for physical purposes.

In a disaster setting, survival could depend on an ability to care for yourself, your family, or your group for several days, independent of any local, regional, or national assistance. Survival studies have suggested that it is dangerous to be passive and to wait for help. You should be ready to take charge, assess, plan, and act, using the resources at hand to maximize your chances to bring yourself and your group through the ordeal.

In most industrialized urban work settings, health care systems are organized so that the vast majority of health problems are handled quickly, effectively, and with a minimal loss of life. As you travel, the responsibility for knowing emergency care techniques and health-related information increases proportionately with the distance that separates you from a health care system or program on which you can depend. Health organizations recommend a working knowledge of first aid, health profile research for all destinations, and on arrival, familiarization with health care resources available locally.

Education can provide you with information necessary to accommodate a responsible, reasonable emergency care response to any disaster. Research should be done in the following areas.

Types of Disasters Common to an Area

Natural

- Storms in both hot and cold climates.
- Topological disasters such as avalanches and floods.
- Telluric and tectonic events such as earthquakes and volcanic eruptions.
- Biological problems such as insects and epidemics.

Man-made

- Civil disobedience.

- Warfare.
- Refugee influx.
- Accidents.

This information will give you some idea of the magnitude of past disasters and their impact on the local population and effects on health. From this information you can deduce the types of supplies that you will need, the training needed to use the supplies, and finally the kinds of drills or exercises needed to prepare the population for that type of emergency.

Some basic principles of disaster management are listed here, using earthquakes as the type of disaster.

- Mitigate the occurrence of structural disasters. Significant efforts have been made to refine construction specifications to enable buildings to withstand the destructive effects of earthquakes.
- Minimize the number of casualties through controlling nonstructural danger. Nonstructural mitigation is the method by which you can earthquake-proof your environment. This can be done at work and at home to prevent injury from flying debris, falling furniture or fixtures, fire explosion, and other types of threats to life.

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- Prevent further casualties. After the first earthquake, you should prepare for aftershocks. Extreme care should be given to detecting possible gas leaks, ignition points, damaged water reservoirs, etc., to prevent additional injuries. Seeking a safe place and remaining there while you make a damage assessment are important.
 - Rescue. Develop search and rescue skills utilizing appropriate equipment to locate and assist victims. Without the means to extricate victims, you will be unable to treat them for injuries.
 - First aid. Maintain first-aid supplies in several locations to protect them from total loss. A system of several self-contained medical kits will increase chances of their availability after the event. Trained rescue groups should administer first aid to people who have been extricated. Communication will be necessary to coordinate the emergency care effort and to evacuate the injured to hospital facilities where available.
 - Evacuate the injured. Mobilization of transport will be accomplished through a communication link. If you are in a foreign country, it will be beneficial to predetermine the location of English-speaking medical personnel and facilities. Communications at any level will be impossible without bilingual capabilities.

Preparation is the key to emergency response in most cases, including emergency care. Listed below are summarized steps to follow:

- Know your health status. Be aware of health conditions pertaining to you, your family, or your group. Conditions such as epilepsy, diabetes, or heart disease will need special response and planning.
- Know the potential disaster conditions of your area. Check into previous disasters to understand the implications for you, your family, and your group. Prepare for the possibilities by keeping stored food and water; locating areas for temporary shelter; keeping on hand a radio, flashlights, extra batteries, blankets, search and rescue plans, simple tools, etc.
- Learn first aid. Become current in first-aid techniques so that you can assist in the emergency care phase of a disaster.
- Have a plan. Maintain and practice a short and simple plan of action.

Beyond first aid, the actual disaster casualty care can be broken down as follows:

- Field rescue and first aid.
- Casualty clearing where casualties are concentrated at a collection point for evacuation.

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- Medical evacuation to definitive care facilities.
 - Emergency field surgical stabilization.
 - Definitive care.

Any type of disaster may involve large mass casualties that can substantially exceed the capacity of locally available emergency medical resources. This type of incident may require summoning outside aid and a shift to nonstandard ways of treating patients. In a disaster situation, it is understood that there will be overwhelming numbers of patients needing treatment simultaneously.

When treating people who have been involved in a disaster, you must care for patients efficiently and do the

greatest good for those who can benefit most. This austere approach to field medical resources, along with the unfavorable environment surrounding a disaster, creates a real challenge to those who must become involved with providing medical assistance during an emergency situation.

Disaster teams must be organized to function effectively. These teams cannot be set up at the time of the incident, so units must be created before the disaster. They must be trained, skilled, equipped, and ready for mobilization, deployment, and action. Disaster responses are serious business and there is a real need for the individual to be prepared and ready to meet the challenge.

Chapter VIII.

Planning for Industrial Accidents

Objectives

Planning and preparation are critical for coping with industrial accidents and for controlling losses under emergency conditions. Emergency plans tailored to a specific industry, location, or anticipated catastrophic event could be the basis for rational responses to particular emergency conditions. The industrial emergency plan that is properly focused should include guidelines that enable the manager and response team members to make well-balanced decisions during an emergency.

Generally, plans for industrial accidents are directed toward three universal objectives:

- The protection of people.
- The protection of property.
- The continuity of operations.

Keeping these three objectives as a general framework, this section will focus on three emergency conditions that may occur on industrial sites: chemical accidents, fires, and nuclear and radiological incidents. Each condition has its own unique requirements for emergency planning. In the subsections that follow, you will find practical guidelines that will serve as the basis for

formulating an effective emergency plan that satisfies response team requirements at a specific site for each of the three conditions.

Chemical Accidents

Many large corporations with major industrial chemical operations in overseas locations have developed highly sophisticated and effective emergency plans. Small companies, in many cases, need assistance from the larger corporate entities and from the host government. Although assistance from both will take time to develop, each small chemical company must initiate its own efforts to plan for emergencies.

First to be considered in developing an effective emergency plan for accidents at an industrial chemical site are its location and potential effect on surrounding communities. Other factors that may influence emergency planning are the chemical processes, materials handling, product storage, and transportation. The goals, objectives, and general purpose of the chemical unit should be reviewed in conjunction

with the study of various potential emergencies that may affect the business and create serious public safety problems in surrounding communities. Some of these problem areas could be toxic releases, fires, explosions, chemical spills, drinking water contamination, or product contamination. When addressing these problem areas, public safety is of paramount importance because past experience shows that numerous chemical accidents have adversely affected local populations and the environment and have caused business interruptions that had a negative effect on the local economy.

A very critical action to be taken in developing preventive measures is the

completion of a detailed inventory of all hazardous materials stored at each operating chemical unit. The complete inventory should be made and converted into a simple readable chart form showing the same chemicals in horizontal and vertical columns.

This chart sets up a grid structure that permits members of management, security, safety, and other response team elements to see the potential chemical reactions that could occur at a particular industrial site. The reactivity grid, as this structure is called by many loss prevention planners, is an excellent aid in emergency planning. An example of the reactivity grid, using a few commonly known chemicals, follows.

Chemical Name	Phosphoric Acid	Sulfuric Acid	Nitric Acid	Potassium Hydroxide	Sodium Hydroxide	Ammonia	
Phosphoric Acid							
Sulfuric Acid							
Nitric Acid							
Potassium Hydroxide							
Sodium Hydroxide							
Ammonia							

This reactivity grid enables the emergency planner to make an organized and systematic analysis of the effect each chemical in the inventory could have on the other chemicals. The analysis requires each grid to be filled out in the simplest form of technical details.

The second key document needed in emergency planning for an industrial chemical operation is the material safety data sheet (MSDS). It may be known as the material safety data bulletin, or there may be other designations used to show specific technical data for each chemical.

A typical MSDS will have the following format for each chemical in the inventory:

- Manufacturer's name
- Address
- Chemical name
- Chemical family
- Hazardous ingredients
- Hazardous mixtures of other solids, liquids, or gases
- Threshold limit value
- Telephone number
- Trade name
- Formula

The threshold limit value is the amount of a product one can safely breathe eight hours per day, five days per week for 40 years.

·Physical data.

- Boiling point.
- Vapor pressure.
- Vapor density.
- Solubility in water.
- Appearance and odor.
- Specific gravity.
- Evaporating rate.
- Volatility.

·Fire and explosion hazard data.

- Flash point.
- Firefighting procedures.
- Fire and explosion ratings.

·Health hazard information.

- Effects of overexposure.
- First-aid procedures.

·Reactivity information.

- Conditions to avoid.
- Stability or instability.
- Compatible materials.

➤ Decomposing materials.

- Spill or leak procedures.
 - Special protection.
 - Special precautions.
-

Copies of these MSDSs or technical publications should be kept with all parties, including the emergency response team, or community agencies that have a vital interest in the emergency planning procedures at a particular chemical operation.

general manager; the facility manager; and representatives from the safety, maintenance, engineering, research, finance, security, marketing, sales,

Chemical spills or releases usually have priority interest in emergency planning. The inventory, grids, and MSDSs provide key information for handling practically any emergency condition. The spill or release event requires rapid and thorough response. A hazardous chemical data sheet could be devised to facilitate quick reference, diagnosis, and action.

Organizing and recording the chemical inventory is a significant preliminary step to emergency planning. The actual plan must be written to cover all emergencies that can occur. It is the basis for an orderly approach to preventing an accident, or it can be used to control accidents that do happen. The emergency plan should be constructed in a format that enables emergency managers to concentrate on solutions to the major problem and still provide a framework for others to solve the small aspects of the emergency. The basic structure to operate in this manner is the emergency management team, which consists of the

medical, industrial hygiene, legal, environmental, and public relations departments. The general manager should appoint a single team member to coordinate all emergency activities; these activities should include plans, rehearsals, and actual implementation. Another staff member should be designated to handle all media events.

The emergency management team must focus on preventing and controlling emergencies in the chemical facility and in the surrounding communities. That is achieved only by exercising a “right to know” philosophy for all company employees and the community. MSDSs, chemical inventory information, copies of the actual plan, and emergency equipment resources should be shared with the appropriate emergency planning agencies in the local communities. The unique skills of members of the emergency management team should be highlighted within the team and with community agencies. For example, those team members with highly technical skills in chemical processes could be very valuable to hospitals, other medical authorities, and community responders to various emergencies.

A typical emergency plan for a chemical operation may consist of the following sections, which were researched by the Chemical Manufacturers’ Association.

Plant emergency organization.

- Designated person in charge and alternates.

- Functions of each key individual and group.
- Telephone numbers (office and home) for key people and alternates.

Plant risk evaluation.

- Quantity of hazardous materials.
- Location of hazardous materials.
- Properties of each (per MSDS).
- Location of isolation valves.
- Special firefighting procedures (if any).
- Special handling requirements.

Area risk evaluation (other industries near plant).

- Properties of hazardous materials at nearby plants.
- Contacts (names and telephone numbers) at other sites.
- Established procedures for notification of chemical releases at other sites in area.

Notification procedures and communication systems.

- Alarm systems.
- Communication equipment (radios, hotlines, etc.).
- Emergency organization
- Plant management
- Local officials and response agencies

- Neighboring industry
- Nearby residents

- Names and telephone numbers (with alternates).
- Designated person for media contacts.
- Procedure for notifying families of injured employees.
- Central reporting office.

Emergency equipment and facilities.

- Firefighting equipment.
- Emergency medical supplies.
- Toxic gas detectors (where needed).
- Wind direction and speed indicators.
- Self-contained breathing apparatus.
- Protective clothing.

Procedure for returning to normal operations, includes interfacing and lines of communications with off-site officials.

Training and drills.

- Knowledge of chemicals (properties, toxicity, etc.).
- Procedures for reporting emergencies.
- Knowledge of alarm systems.
- Location of firefighting equipment.
- Use of firefighting equipment.
- Use of protective equipment (respirators, breathing air, clothing, etc.).
- Decontamination procedures for protective clothing and equipment.
- Evacuation procedures.
- Frequent, documented simulated emergencies.

Regular tests of emergency organization and procedures.

- Simulated emergencies.
- Documented, frequent alarm system checks.
- Frequent tests of firefighting equipment.
- Evacuation practice.

- On-going emergency preparedness committee.

Plan updates.

- Annual or more frequent if needed.
- Reflect results of drills and tests.

Emergency response procedures.

- Communications.
- Evacuation.
- Medical (include handling of multiple injuries).
- Special procedures for toxic gas releases (chlorine, etc.).
- Hurricane procedures (coastal areas only).
- Utility failure procedures.
- Individual unit emergency procedures.
- Bomb-threat procedures.

Detailed operating manuals (for each process unit and utility system).

- Startup and shutdown emergency procedures.
 - Analysis of potential incidents.
-

- Emergency response and action to be taken for each incident.

Liaison with local medical facilities.

- Provide copies of MSDSs.
- Provide a list of personnel with technical skills to assist in identifying the effects of various chemical agents and mixtures.

Emergency response information is available for all chemical emergencies from the Chemical Transportation Emergency Center (CHEMTREC) in Washington, D.C. CHEMTREC will accept international calls from chemical sites anywhere in the world on telephone number 202-483-7616. CHEMTREC maintains technical information on approximately 4,000 chemicals, and it will have 300,000 MSDSs available for immediate consultation on emergency responses for chemical fires, evacuation distances, and general hazard communication. Industrial chemical sites overseas should consider establishing periodic communication checks with CHEMTREC 202-483-7616.

Managers of emergency response teams should conduct communication and training exercises with local community

agencies. The community agencies and the chemical units should exchange lists of resources to develop a strong mutual relationship. This effort should include a common listing of emergency planning and response resources in nearby industrial sites.

Evacuation and alarm procedures must be prepared in detail for each industrial chemical facility. This portion of an emergency plan must be flexible and applied as emergency situations dictate. Evacuation procedures should, at the minimum, follow these guidelines:

- Use public address media when appropriate to announce an emergency condition.
- Use prearranged alarm signals for operating personnel who have detailed instructions on various safety steps for emergencies and shutdown.
- Prepare detailed but simple evacuation routes out of buildings and away from the total facility, if necessary.

- Emergency organizations like the fire brigades, fire departments, police, hospitals, and auxiliary volunteer organizations should receive and rehearse, in detail, chemical facility evacuation plans.
- A detailed evacuation plan should have, at the minimum, the following emergency information:
 - MSDSs.

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- Facility layouts and plots that are up to date.
 - Critical storage areas.
 - All areas that have protective systems conforming to the required codes.
 - Areas to store hazardous material.
 - Key personnel and their telephone numbers.
 - Location of public facilities that may assist in evacuation.

Fires

The subject of fire at an industrial chemical site is covered in this chapter. Otherwise, the subject of fire, fire safety, and fire prevention is not addressed here, even though many of the recommendations are generally applicable. This omission is not an oversight; the authors recognize that fire is a premier emergency of devastating proportions and is often a byproduct of some of the other catastrophic events discussed in this booklet. Firefighting, fire safety, and fire prevention are highly complex subjects about which excellent and comprehensive work has been published. The authors of this booklet felt

that it would be advisable to refer readers to the more comprehensive works on the subject of fire consistent with the nature of their businesses and their personal needs.

The management teams operating an industrial chemical site have two options in planning the fire safety portion of a loss prevention plan. The first option is to establish and implement a written policy on fire safety that requires immediate and total evacuation of employees from the workplace on sounding a prearranged fire alarm signal. An effectively developed plan must take into consideration the fire protection needs of a particular chemical facility. The plan must also satisfy the requirements of applicable fire codes, fire standards, laws, and local ordinances. A written plan and policy on fire prevention should include the following elements:

- A list of major workplace fire hazards.
- Proper storage and handling procedures of fuel source hazards.
- Potential ignition sources.
- Types of fire protection equipment and systems protecting against hazards and ignition sources.
- Names of personnel responsible for maintaining fire protection equipment and systems.
- Procedures for controlling accumulations of flammable and combustible waste and maintaining good housekeeping procedures.
- Maintenance procedures for process safety devices used on heat-producing equipment that prevents the accidental ignition of combustible materials.

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- Names, addresses, telephone numbers, and language capabilities of various local community contacts for firefighting, arson investigations, and security protection.
 - A brief statement on each of the local agencies and surrounding businesses relative to their capability in response time, training, equipment, leadership, experience, and willingness to act on direct orders or from higher authority.
 - Actions to be taken in recovering from a severely damaging fire.

Local management must also provide

training in recognizing the fire hazard from materials and processes to which employees may be exposed. The fire emergency plan should be reviewed with each employee when he or she is hired and at least once a year. The plan must also be kept in the workplace and made available for all employees to review as they desire.

Another option could involve management at an industrial site choosing to establish a fire brigade. These brigades are most effective when a written organizational policy establishes the following:

- Existence of a fire brigade.
- Basic organizational structure of the fire brigade.
- Type, amount, and frequency of training.
- Functions to be performed by the brigade.

There are two basic definitions in fire planning that are necessary for establishing readiness of the fire brigade. One definition deals with “incipient stage fires.” An incipient stage fire is one in which the critical or beginning stage can be controlled by portable fire extinguishers, Class II standpipe, or small hose systems, without the need for protective clothing or breathing apparatus.

The other definition deals with interior structural fires. Interior structural firefighting requires the physical activity of fire suppression or rescue, or both, inside buildings or enclosed structures that have a fire beyond the incipient stage.

The management team that decides to establish a fire brigade should meet the following requirements:

- Assure that employees expected to fight interior structural fires are physically capable.
- Provide training and education for all fire brigade members commensurate with the duties and functions that they are expected to perform.
- Provide the fire brigade leaders with training and education that is more comprehensive than that provided to the general membership of the fire brigade.

-
- Provide fire brigade members with annual training and education when they are expected to fight incipient stage fires and quarterly training and education when they are expected to fight interior structural fires. The quality of the training and education must be similar to that provided by institutions that are widely recognized for the quality and thoroughness of their fire training.
 - Inform fire brigade members about special hazards, such as the storage and use of flammable liquids and gases, toxic chemicals, radioactive sources, and water-reactive substances to which they may be exposed during fire and other emergencies and also any changes that occur in relation to the special hazards.
 - Prepare and make available for inspection by fire brigade members written procedures for handling special hazards, and include these written procedures in training and education programs.
 - Maintain and inspect, at least annually, firefighting equipment to ensure its safe operational condition.
 - Perform monthly inspections on portable fire extinguishers and respirators.
 - Provide at no cost to the employee and ensure the use of personal protective equipment.

- Provide, at no cost to the employee, and ensure the use of quality respiratory protection devices.

Prefire planning is critical for the effectiveness of a fire brigade. The following survey for a prefire plan serves as an excellent guide in familiarizing brigade members with the problems to be expected before the fire occurs:

- Familiarize the members with structural components that could fail during a fire.
 - Construction material that loses its strength when exposed to fire (for example, steel and lime mortar).
 - Unsupported partitions or walls.
- Understand conditions in the building that can become dangerous during a fire.
 - Stacked or high-piled storage.
 - Hazardous materials.
 - Utility equipment on the roof that can cause roof collapse.
 - Manufacturing equipment above the ground floor.

-
- Know the physical features of the building that might confuse or trap the firefighter during the fire.
 - Large open areas.
 - Dead-end corridors or hallways.
 - Open pits or holes.
 - Openings into underground utility shafts or tunnels.
 - Information gathered during the survey should also include hazards that may be contained within a building, such as:
 - Flammable and combustible liquids.
 - Toxic chemicals.
 - Explosives.
 - Reactive metals.
 - Radioactive materials.
 - Processes performed in the building that are inherently dangerous.
 - Information on life safety that needs to be collected to plan for occupant protection includes:
 - Location and size of entrances and exits.
 - Location of windows suitable for rescue access.
 - Special rescue problems such as handicapped occupants and large numbers of occupants (include the number of people who may be in the building at different times).

Plant management, and in particular the fire brigade, must maintain close liaison with their local fire department. A municipal fire department's main

responsibility is to protect the general community, and they will be reluctant to do much more than prevent the spread of fire to adjacent property unless they are familiar with the risks and hazards involved in a particular plant. For this reason, each plant must meet with the local fire department at least once a year to familiarize the department with the plant layout, fire protection systems, special hazards, and any changes that have occurred since its last visit. Such visits are also a good time to work out details for attacking potential fires and defining how the plant brigade can best work with the fire department under fire conditions.

Most fire departments are more than happy to assist in training programs to help prevent and handle industrial fires and to participate in occasional drills. It is also advantageous to have the fire department hydrostatically test the plant fire hose at regular intervals so that the fire brigade is confident about its safety and readiness if it must be used in an emergency.

As soon as a fire has been extinguished, the brigade must begin to restore automatic sprinkler systems, on-site water supplies, fire hoses, and extinguishers to a ready condition. During this process, one brigade member must stand by the control valve

for the sprinkler/monitor so that it may be reopened immediately if rekindling occurs. If the fire was large or in a hazardous area, a 24-hour security and fire watch should be established with extinguishers and hose lines in readiness.

Every attempt should be made to determine the cause of the fire, because corrective action may be required to prevent a recurrence. If the fire was of suspicious origin, care must be taken to leave all possible evidence undisturbed, and the proper authorities must be notified. Once everything is under control, the fire brigade should assist with any salvage and clean-up activities that may be required.

Potential explosive mixtures found in most facilities include dust, flammable and combustible liquids, and gases in confined spaces. Since explosions generally occur without warning, it is likely that firefighting activities will have to be supplemented by rescue operations for persons who were working in the area. In performing these firefighting and rescue operations, emergency personnel must be aware of the additional hazards of secondary explosions and possible structural damage to the building.

Nuclear and Radiological Incidents

Industrial facilities using radioactive and nuclear materials or those facilities located near other operations with such materials should develop emergency plans to deal with nuclear and radiological emergencies. In developing a plan in this

critical industrial area, the management team should focus on several major responses:

- Ensure a safe and orderly shutdown of operations as required by emergency conditions.
- Remove vital records, files, plant equipment, and vehicles to a safe emergency relocation site.
- Prepare an emergency site that includes accommodations for employees and family members.
- Implement an ongoing vulnerability analysis to reduce the exposure of plant property, equipment, and personnel.

These responses are developed and refined through management actions that are based on crisis relocation planning. Assuming that advance warning of a radiological or nuclear incident is possible, with enough lead time to allow the movement of nonessential personnel and everything critical to rapid business recovery out of designated high-risk areas and the dispersal into surrounding low-risk areas during a radiological or nuclear emergency.

To enhance plant survival during a nuclear emergency, the Federal

Emergency Management Agency (FEMA) offers an effective management checklist to assist managers at an industrial site in crisis relocation planning. A partial list of the FEMA work is outlined in the next section.

Personnel Resources

This section offers key points for systematic assessment and relocation of employees and their families during a nuclear incident. Each industrial facility should appoint a representative of management to coordinate the following actions:

- Develop and maintain a list of all personnel; names, according to addresses and cities (or districts, in a large city).
- Consult your local Civil Defense office for information on evacuation, and obtain pamphlets, maps, etc., that will be used for your evacuation plan. Provide the Civil Defense authority with the total number of employees and dependents who will need shelter so that he or she can arrange an evacuation site.
- Recruit and assign a volunteer leader by city, district, or districts, so there are 10-20 employees per leader grouped in moderate-sized neighborhoods.
- Instruct volunteer leaders with the information gathered from the Civil Defense office.
- Provide a list of employees in each

assigned district to the appropriate leader and the name of leader to employees in his or her district.

- Notify the volunteer leader when an employee moves into or out of his or her district.
- Set up communication links with leaders.
- Notify leaders to hold group meetings to confirm plans.
- Notify leaders when to put evacuation plans into effect.
- Assign a volunteer leader to develop records of the following information for each employee in his or her district:
 - Number of dependents needing transportation.
 - Capacity of transportation available at each employee's home.
 - Special skills of dependents; for example, nursing, construction, and entertainment.
 - Number of personnel in the district who are classified as dependents of employees in other industries.

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- Number and kinds of medical problems requiring special diets, medicines, etc. (e.g., diabetes), by name.

Late Planners' Note: If you start to plan after the evacuation warning is given, you will need a place large enough to assemble all company personnel. If the company has more than several hundred employees, it may be necessary to divide into groups of 100-200, organized by city or district of residence. Then subdivide into groups of 10-20, by neighborhood, with a volunteer leader to carry out subsequent tasks.

- Use the records developed to organize and assign transportation. Assign volunteer drivers and use the largest capacity vehicles available.
- Confirm assignments of riders and drivers so that all employees and families (plus supplies for 2 weeks of camping out) are assured of being evacuated. Establish a rendezvous point for all drivers in your group to ensure that everybody in your district is accounted for before leaving for the safe area.
- Prepare a backup plan in case of vehicle breakdown, and fix routes so missing members can be found quickly by tracing routes.
- Notify members in your district of any assignment changes as they occur or periodically.
- Stress the importance of establishing and

maintaining a schedule. Otherwise, a person who missed his pick-up may take his own vehicle, create confusion, and add to traffic problems.

- Distribute Civil Defense booklets including lists of what supplies to bring from home, how to shut down a household when an evacuation order is given by authorities, and what routes to take to get to the assigned safe area.
- Conduct group meetings when the coordinator requires, to confirm assignments and to ensure understanding by members.

Area Shelter

This section provides direction for establishing shelter space for employees and their families during a nuclear emergency. A representative of management should be appointed to coordinate the following actions:

- Determine number of employees and family members evacuating (include age and sex).
- Define shelter space requirements needed to accommodate those in shelters.

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- Establish shelter stocking requirements.
 - Establish host area liaison, obtain and survey assigned space, and assess upgrading requirements.
 - Estimate materials, equipment, labor, and time required to prepare shelter space.
 - Complete logistics preparation and upgrading sequence for post-warning completion, beginning on warning day.

Other areas addressed by FEMA for nuclear emergencies include:

- Protective housekeeping.
- Industrial resource inventory.
- Equipment inventory and equipment protection.
- Vulnerability rating and analysis of facilities and equipment.
- Protective measures and hardening activities.

- Management of hazardous material incidents.

The topics and emergency planning steps listed in this chapter are representative of the areas in which FEMA is providing detailed procedures and are revised in two FEMA publications:

· *Disaster Planning Guide for Business and Industry*, FEMA Publ. 141, Aug. 1987.

· *Disaster Mitigation Guide for Business and Industry*, FEMA Publ., 1989.

Copies can be obtained from:

FEMA
P.O. Box 70274
Washington, D.C. 20024
Attn: Printing and Publication

The host country licensing agreements and regulations published by FEMA counterparts in allied countries will provide substantive guidelines and requirements for emergency planning.



Chapter IX. Citizens Emergency Services

Scope and Limitations

The Bureau of Consular Affairs, Citizens Emergency Center, is responsible for all consular services relating to the protection, assistance, and welfare of American citizens abroad. The Emergency Center supports and supervises consular posts abroad in their services to citizens, and serves as the essential point of liaison between concerned families, friends, and members of Congress in the United States and U.S. consular posts and citizens overseas. The range of assistance provided is broad. There are, however, significant limitations on the type and volume of assistance that can be provided:

- Legal limitations. Consular officers must operate within the laws of the foreign country involved, as well as those of the United States. In legal matters, such as arrests, child custody disputes, and deaths, it is important to keep in mind that the laws of the foreign country apply to persons or property within its territory.
- Practical limitations. In many cases, consular officers cannot personally provide the assistance needed but must seek the cooperation of government officials or qualified professionals in the host country to

provide it. With few exceptions, no official funds are allocated to pay for the services required. The amount of cooperation provided and the quality of professional services available vary greatly from country to country.

- Privacy Act limitations. The provisions of the Privacy Act, which was designed to protect the privacy and rights of the individual, occasionally complicate the handling of cases involving citizens abroad. As a general rule, consular officers may not reveal information regarding an individual American's location, welfare, intentions, or problems to anyone, including family members and congressional representatives, without the express consent of that individual. For example, if an American citizen who has not maintained contact with family or friends is located by a consular officer abroad, neither that officer nor the officers in the Citizens Emergency Center may

report back to the family or congressional office regarding the individual's welfare or whereabouts unless the individual gives written permission to do so. Americans arrested overseas often refuse to give permission for their families or friends to be informed of their location or their plight.

Although sympathetic to the distress this can cause worried families, the Citizens Emergency Center must comply with the provisions of the Privacy Act.

The Department's legal advisors have ruled that a congressional member is not exempt from the restrictions of the Act unless his or her request is directly connected to the functions of a committee or subcommittee and the request is supported in writing by the chairperson of such committee or subcommittee.

Duty Officer

During the workweek, Eastern time, assistance is available Monday through Friday, 8:15 a.m. to 10:00 p.m., at (202) 647-5225.

A duty officer is available for emergencies from 10:00 p.m. to 8:15 a.m. during the week and at all times during the weekends and holidays. Call (202) 634-3600 and ask for the Overseas Citizens Services duty officer. On Saturdays from 9:00 a.m. to 3:00 p.m., the duty officer may be reached at (202) 647-5225.

Citizens Emergency Center

Arrests

The Citizens Emergency Center monitors the cases of Americans arrested abroad and acts as liaison between the prisoner's family, friends, and Congressional representatives in the United States and consular officers overseas. When a U.S. post abroad is advised that an American has been arrested, a consular officer visits the American as soon as possible, provides information regarding the foreign legal system and a list of attorneys, and offers other assistance such as contacting family or friends on the prisoner's behalf. The consular officer's role in arrest cases is one of observation and support, regularly visiting the prisoner and checking his or her welfare, monitoring human rights and the status of the case, and advising interested parties of case developments.

The Citizens Emergency Center assists in transferring private funds to U.S. posts abroad for delivery to American prisoners and serves as a point of contact for concerned families and friends. When a prisoner's health or life is endangered by inadequate diet or medical care provided by the local prison, food supplements and/or medical care may be arranged from a U.S. Government loan authorized under

the Emergency Medical and Dietary Assistance Program. Although officers at posts overseas and in the Department can provide informative and supportive assistance, they cannot “spring” an American from detention, serve as the prisoner’s legal representative, or intervene in the foreign judicial process.

Financial Assistance

The Citizens Emergency Center works with consular officers at U.S. posts abroad to assist Americans overseas who find themselves in financial trouble. If destitute American citizens turn to a consular officer for help, the officer, through the Emergency Center, first attempts to locate private sources of funds, usually from family, friends, or business associates. After these private funds are identified, the Center assists in transmitting the funds to the individual through Department of State facilities. If all efforts to identify private funding prove fruitless, normally the consular officer abroad will request, and the Citizens Emergency Center will approve, a repatriation loan that will pay for the individual’s direct return to the nearest port of entry in the United States. In these cases, the Center also often assists by advising the Department of Health and Human Services of the situation, asking them to meet the individual at the port of entry and arrange for further financial assistance in the United States.

As a result of a program approved by the Congress, the Department is able to provide further assistance to Americans who find themselves temporarily destitute

because of loss, robbery, failure of expected funds to arrive, or similar circumstances. In these cases, the consular officer will not only work with the Emergency Center to arrange for the prompt transfer of private funds from home, but may also provide the individual or family with a small Government loan to tide them over until private funds arrive, often enabling them to continue their travels.

Medical Assistance

The Citizens Emergency Center also works with and assists U.S. consular officers abroad in handling the serious problem of Americans who become physically or mentally ill while traveling or living abroad. A consular officer who becomes aware of an ill or injured American in his or her consular district advises the Citizens Emergency Center. The Center, in addition to providing guidance and support to the post abroad, locates family members, guardians, and friends in the United States and advises them of the problem; identifies and transmits private funds when necessary; and frequently collects information on the individual’s prior medical history and forwards it to the post abroad. When necessary, the Center assists in the return of the ill or injured individual to the United States with appropriate medical escort via special commercial air ambulance or,

occasionally, by U.S. Air Force medical evacuation aircraft. The use of Air Force facilities for medical evacuation is authorized only under certain conditions when commercial evacuation is not possible, and the full expense must be borne by the citizen or the citizen's family.

Death of American Citizens

When an American dies abroad, the consular officer reports the death by telephone or telegram to the next of kin or legal representative. Often the Citizens Emergency Center must help to locate the next of kin and provide guidance on how to make arrangements for local burial or to return the body to the United States. The disposition of remains is affected by local laws, customs, and facilities, which are often vastly different from those in the United States. The family's instructions and necessary private funds to cover the costs involved are then relayed to the Foreign Service post concerned. The Department of State has no funds to assist in the return of ashes or remains of American citizens who die abroad. The scheduled time of arrival of the remains and carrier data are provided in advance to the next of kin or funeral home. Upon completion of all formalities, the consular officer abroad prepares a Foreign Service Report of Death based upon the local death certificate and forwards it to the next of kin or legal representative for use in U.S. courts to settle estate matters.

Welfare/Whereabouts

The Citizens Emergency Center also

responds to inquiries from the public and congressional offices concerning Americans traveling or residing abroad. Most cases handled by this division fall into one of two categories. The first deals with Americans who are presumed missing abroad because they have failed to return as scheduled, have not made intended connections, or have not communicated with family or friends for an undue length of time. The second category involves Americans traveling abroad who are presumed to be safe and well but who must be located quickly because a crisis has occurred in the United States, such as the serious illness or death of a family member. In both these cases, the Center relays the request for assistance and all pertinent data available on the individual to the U.S. Embassy or consulate responsible for the area where the individual is believed to be traveling or residing. Acting on the information provided by the inquirer, the consular officer attempts to locate these individuals, determine their welfare, pass on any urgent messages, and, consistent with the Privacy Act, report back the results of search efforts.

In case of disasters, such as earthquakes, hurricanes, and air crashes, the Citizens Emergency Center ascertains the names of any American citizens involved and informs their families of their status.

Travel Advisories

The responsibility for informing the public and U.S. Foreign Service posts on the advisability of travel to certain countries or areas is centralized in the Office of Overseas Citizens Services. The source of the information disseminated is usually our Foreign Service posts. The office is responsible for issuing travel advisories when events abroad are likely to affect traveling Americans adversely. Travel advisories usually concern civil unrest, natural disasters, disease outbreaks, and long-term criminal activities directed against travelers. Many of the advisories refer to temporary conditions and are cancelled when the problem no

longer poses a threat. The advisories are distributed to the travel industry and the media, and are posted in the 13 regional U.S. passport agencies. Travelers may call the Citizens Emergency Center at (202) 647-5225 to learn of any travel advisories for the places they are planning to visit.

Search and Rescue

The Citizens Emergency Center is also responsible for monitoring search and rescue efforts outside the United States. Airplanes and/or ships search for missing American Registry planes or boats that may be carrying American passengers or crew.

Chapter X. Guidelines for Emergency Management Exercises

General

A comprehensive crisis management plan should include simulation exercises that replicate real events and emergency situations. Previous chapters in this booklet have dealt with several aspects of crisis management. This chapter offers some guidelines on how to develop an exercise that will cause decision makers and members of crisis management teams to analyze how they can use available resources to solve critical problems. International business, volunteer, public, and governmental organizations can use these guidelines to develop emergency management exercises.

Exercise Guidelines

The first guideline is to define the organizational system that is the subject of an exercise. This may not always be the entire organization. It may be an operating entity in a specific geographical location or locations. In defining the organizational system, a good first step is to analyze the organization's mission and its capabilities to accomplish that mission. Such specific factors, as studies of markets for products and services, could play a key role in defining the organizational system, particularly when the organization has a vital link to the

indigenous economy, some public policy issue, or a unique program.

The second guideline is to identify those forces that impact the organizational system. In this era of low-intensity conflict, critical forces could include food, energy, strategic materials, financial services, drugs, population growth, economic development, manufacturing and trade, technology transfer, environmental pollution, space travel, law of the sea, terrorism, business fraud, and the theft of information.

A third guideline is to assemble enough information to analyze the trends and major relationships associated with each force. This type of analysis can be used to set the theoretical framework for various emergency management exercises. Sources of information in developing the framework may include interviews with area experts; market analysis; politico-military analysis; chamber of commerce and private sector contacts; liaison with government departments; and indigenous contacts in business,

industry, and public organizations. The information can be used to develop a baseline scenario or normative scenario for the exercise. A fourth guideline is participation in an established emergency exercise system, such as those of the Department of State, Department of Defense, and other Federal Government agencies. Contact embassies or DOD activities overseas to learn whether it is possible to participate in such exercises.

Developing an Exercise Scenario

The scenario is the heart of the emergency management exercise because it has the potential to describe, in detail, probable, possible, desirable, or unfavorable events in the future. Events in the scenario may occur simultaneously or in sequence. They tell a story about the real world or the logical outcome of a series of future events.

To write scenarios, an organization pulls together an ad hoc team representing multiple disciplines related to the core business and the usual support functions of personnel, information systems, finance, security, legal, public relations, program managers, marketing and strategic planning, and sales. There may be other functions unique to a particular organization. The team should be given a timeframe for envisioning the emergency situation and some guidance on certain assumptions for problems and change. The team should validate those assumptions and determine whether certain events could realistically occur now or in the future. A full description of those events could present a complete

picture of likely emergencies the organization may have to face. Each event should relate to one of the validated assumptions. Each event in the emergency situation must be clearly defined and documented. If it is challenged during exercise play, it may become the basis for an alternative scenario.

The concept of alternative scenarios permits the group to play several possible emergency events simultaneously. This complexity will enable management to look at the effect of multiple possibilities on the total organizational system. The use of alternative scenarios should help management envision the best courses of action in real emergencies.

The scenario technique is particularly suited for emergency management exercises to be used by business, government, or industry in politico-military, politico-economic, and other international issues. Results from those scenario exercises can be used as a lead-in to other analyses. Other advantages of the scenario technique are:

- It can call attention, dramatically and persuasively, to a large range of possibilities that must be considered when analyzing emergency actions and alternatives.

- It can serve as a realistic case study when there is a shortage of actual examples.
- It makes it possible to envision possible alternative outcomes of present events.
- It enables key management players to visualize the influence of certain government and industry leaders on social, economic, cultural, political, economic, and military factors.
- It prevents reliance on pure abstract considerations and forces an analysis of real details.

The ad hoc team, in its role as control element for the exercise, should perform the following tasks:

- Assemble credible materials.
- Assure the relevancy of scenario information to the organizational system.
- Write the scenarios.
- Write the complete exercise plan.
- Regulate the pace of the exercise.
- Supervise the physical layout, which includes communications, use of references and sources, and meeting facilities.
- Facilitate liaison with top management.
- Evaluate the exercise and the players.

Evaluation can include three distinct activities:

- **Self-evaluation:** This provides an opportunity for emergency management team members to be involved in their assessment as they responded to scenarios projecting alternative futures.
- **Control element's feedback session:** In this session, the control element gives the management team its interpretation and observations. The management team can compare the results of this feedback with its self-evaluation.
- **Joint planning and future dialogue:** Generally, the control element members will agree to informal networking after the exercise. This permits future dialogue and insight into the response and content of the baseline and alternative future scenarios.

Summary

The flow of guidelines for an emergency management team exercise follows:

Top Management

- Define the organizational system.

- Identify the emergency situations impacting the system.
-

- Review those trends impacting each situation.

Exercise Control Team

- Develop a baseline scenario.
- Develop alternative scenarios.
- Create exercise layout.
- Conduct evaluation.
 - Self-evaluation.
 - Control element feedback session.
 - Joint planning and future dialogue.

Administrative supplies and support for the exercise may include the following:

- Telecommunication support for telephones and other equipment as required.
- Two rooms (not more than 60 feet apart) and a neutral meeting room.
- A storage container for confidential information.
- Flip pads.

- Felt tip markers.
- Masking tape.
- Scotch tape.
- Writing pads.
- Paper clips.
- Word/information processing support.
- Binder clips.
- Two-hole paper punch.
- Roll correction tape.
- Burn bags.
- Scissors.
- Area maps (as required).
- Portable clock.
- List of ad hoc team members.
 - Names.
 - Telephone numbers.
 - Titles.
 - Specialty areas.
- Refreshments and comfort items.



Chapter XI. Conclusion

Many American businesses abroad have experienced first hand the devastation wrought by the types of catastrophes or crises described in this booklet. Perhaps some of us have felt the pain of loss of a loved one in such tragedies or the impact of substantial property damage. All of us have been exposed through television and the news media to the horrible results of such events, which are occurring with alarming frequency. It is prudent, therefore, to prepare for such eventualities as though our lives depended on that preparation—because they may. It has been well established that people who prepare themselves by developing contingency plans for emergencies—what to do before, during, and after an emergency—lessen their vulnerability and greatly enhance their opportunity for survival and minimal property damage.

Each American business abroad must assume responsibility for the safety of their employees and assets through emergency planning. Emergency planning cannot be solely delegated to others, such as fire departments, medical personnel, or the government. However, cooperation and coordination with government emergency personnel is, of course useful, even though the degree of assistance will vary, depending on available resources etc. We must recognize that widespread chaos prevails following a major catastrophe, and we should not expect

high-quality emergency service from usual providers. Emergency crews of all types are overwhelmed following a disaster. Utility services, such as telephones, electric power, and water and sewer facilities, will most often be disrupted.

Finally, it is imperative that we adopt an attitude of continuous vigilance, especially in those situations where warning signs of imminent trouble are apparent. Examples of such events are political or military coups, and violent storms or floods that might indicate the need to evacuate. Hurricanes, tornadoes, and violent electrical storms are usually preceded by warnings. Hurried, last minute emergency planning is usually inadequate. Above all, avoid the attitude that “it will not happen to me.”

Always be prepared, especially in the unfamiliar environment of far away places. Planning for emergencies pays very high dividends. All of us must take this task seriously.



Publications

The Department of State publication *Key Officers of Foreign Service Posts: Guide for Business Representatives* contains essential information pertaining to telephone numbers, FAX numbers, addresses, and assigned personnel for all U.S. diplomatic posts abroad. It is available for a small price from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (Telephone: 202-783-3228).

Under the aegis of the State Department, current OSAC publications include the following:

Security Guidelines for American Families Living Abroad

Security Guidelines for American Enterprises Abroad

Emergency Planning Guidelines for American Businesses Abroad

*Security Awareness Overseas
An Overview*

*Guidelines for Protecting U.S.
Business Information Overseas*

*Personal Security Guidelines for the
American Business Traveler
Overseas*

These are available, as supplies last, through the Overseas Security Advisory Council, Bureau of Diplomatic Security, U.S. Department of State. Additional copies of some OSAC publications are also available at the U.S. Government Printing Office.



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Appendix I
Departure Kit

Departure Kit

The departure kit is a collection of items that should always be available for use in an emergency situation. The kit should be in two parts: Part 1 consisting of sustenance items and equipment and Part 2 of a packet of vital personal papers and documents and a departure kit checklist. The kit should be checked periodically for completeness and currentness. It should be properly tagged for identification and in a state of complete readiness at the outset of Phase II

—Limited Action.

Part 1—Sustenance Items and Equipment

- Without hoarding, maintain a reasonable supply (5-7 days) of food, water, and fuel. If you have a personal or company automobile, be sure it is ready for immediate use. Maintain a full fuel tank and a reasonable supply of spares and other extras as may be necessary. Also, periodically check oil, water, and tires.
- Maintain a family-size first-aid kit and an adequate supply of necessary prescription medicine(s).
- Have a flashlight with fresh batteries and/or candles.

- Keep a supply of matches, preferably waterproof and windproof.
- Keep a small battery-operated shortwave radio with fresh batteries. Monitor the local news media, Voice of America, and the British Broadcasting Company closely, if available, for relevant announcements from the local government or the U.S. Embassy. The embassies will be closely monitoring any situation and will provide further information to the liaison contact person.
- Have one blanket and/or sleeping bag for each family member.
- Do not carry baggage that exceeds 66 pounds of clothing and personal effects per individual. (This weight is the absolute maximum that will be permitted on a U.S. Government-sponsored evacuation aircraft). Carry the most essential items in a small handbag or carry-on bag in case it becomes

necessary to restrict baggage further.

- Pets are frequently not allowed in the emergency evacuation process. Consequently, owners need to be sure that they make appropriate custody arrangements.
- Do not include in the kit firearms or any other weapons or liquor.
- Keep a supply of street and road maps of the metropolitan and rural areas.

Part 2—Vital Personal Papers and Documents and a Checklist

- Current passports for all members of the family. (If passports are in the company's custody, they will be distributed by the custodian at the appropriate time).
- Sufficient cash in U.S. dollars and traveler's checks should be a

regular part of your kit to cover family incidental expenses for at least 3 days of travel. Include sufficient currency in small denominations to take care of incidental expenses while en route to a safe haven.

- Up-to-date International Certificates of Vaccination.
- Current inventory of household effects.
- All host country identification papers.
- Essential personal papers (birth certificates, marriage license, etc.).
- Copies of your U.S. Federal Income Tax Return, if it has not already been sent to a safe place of record.
- A blank company expense statement to keep track of expenses.

Appendix II
Warden Systems

Warden System

General Considerations

Experience has proven that during times of increased threat or actual emergency, a warden network consisting of responsible employees who will not be heavily engaged during an emergency, is an especially effective way to communicate with employees residing in a specific area.

A pyramid configuration of individuals having access to private telephones and residing centrally in areas of concentrated employee population is recommended for establishing a warden network. This configuration should also permit the designation of alternate wardens in the event that a primary warden is unavailable for any reason.

The Expatriate Evacuation Committee (EEC) should establish a periodic review and schedule of meetings with the wardens (1) to review procedures and accuracy of contact lists showing names, addresses, telephone numbers, and number of dependents and (2) to arrange periodic tests of the network's ability to communicate with employees. Lists should be filed as a part of the EEC evacuation documents.

Action Responsibilities

Warden Coordinator

- Prepares lists of wardens and other contacts to cover the employee population.
- Meets periodically with wardens and alternates to review responsibilities and update requirements.
- Activates the warden system on direction from the EEC, passing information to the employee group and receiving it, as appropriate.

Wardens

- Prepare, update, and maintain a list of telephone numbers and addresses of employees residing in the warden's area.
- Appoint at least one subwarden or alternate who can substitute for the primary warden in his or her absence. Provide alternate warden with copies of the lists of employees within the area of responsibility.

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- Along with the warden coordinator, be familiar with assembly or staging areas and movement routes.
 - Keep employees in the warden area informed about the location of the designated assembly areas and movement routes.
 - Develop a “pyramid method” or “cascade” approach for contacting the individuals within the area of the EEC responsibility. This can be accomplished by having individuals with telephones contact each other and having those without telephones be contacted by an individual who has a telephone and lives nearby. During an emergency, the warden will:
 - Remain at home or at the office near a telephone or emergency radio network, if available, to receive instructions from the company and to answer questions from those individuals in the area of responsibility.
 - Pass, receive, and distribute messages on the status of the emergency and suggest actions to be taken. Transmit messages to those in the warden area verbatim without interpreting or expanding on the messages.
 - Ensure that the information contained in the notice is made available to all employees in the area of responsibility when evacuation phases or evacuation is contemplated.
 - Be prepared to provide the warden coordinator with the names and statuses of those individuals contacted and not contacted within the area of responsibility.
 - If the primary warden expects to be unavailable, ensure that the alternate is available to carry out the warden’s responsibilities.

Appendix III
Transportation

Transportation

Background Information

Although the U.S. Department of State is responsible for the protection and evacuation of American citizens abroad, it cannot order the departure of private American citizens from a strife-torn country but must inform private American citizens of impending danger and may offer U.S. Government assistance in evacuating when necessary. As a general rule, the U.S. Government does not provide funds for the movement of persons other than U.S. Government employees and their dependents. Nongovernment citizens evacuated by U.S. Government-funded transportation must execute a promissory note to cover the cost of transportation.

The country manager should not totally rely on the U.S. Department of State for information on the necessity or timing of an employee evacuation in the event of an emergency situation. It would appear prudent for an American corporation to consider early evacuation and to give strong consideration to any notices provided by the U.S. Department of State for the evacuation of nonessential personnel and/or the evacuation of all U.S. citizens. During this phase, the use of commercially scheduled airlines or chartered aircraft should still be available

and may facilitate the withdrawal. If a country manager or EEC delays evacuation until the U.S. Department of State closes its embassy or post and recommends that all American citizens leave the country immediately, undoubtedly, obtaining transportation and evacuating under adverse security circumstances will be extremely difficult.

Assessing Travel Options

- To determine the feasibility of transportation by common carrier, investigate the frequency and normal capacity of commercial flights, trains, and ships leaving the troubled location.
- Identify the most logical options for assembly and movement of evacuees to the departure or embarkation location while maintaining the best security posture possible. As a general rule, it is preferable to assemble evacuees at a secure location other than the embarkation point and then to move them to the embarkation points in groups sized

to the transport capacity and on a schedule calculated to minimize the exposure of evacuees and the means of transport at the embarkation point. This procedure could aid in the security and effectiveness of the operation, but be aware that circumstances may prevent a phased movement.

- Determine the most appropriate sites at which to assemble potential evacuees in anticipation of moving them to points of embarkation. If long-term, plans should consider shelter, security, food, water, and sanitation needs. The EEC should appoint a responsible manager to document and list evacuees and to control movement to the embarkation point. The security risks of assembling in one place versus those of remaining in individual homes until departure or the risk of having employees making their way independently to embarkation points should be considered.
- In selecting assembly points and routes, be aware of potential choke points, bridges, and areas that could be congested and identify alternate routes if possible. Maps should be developed for each route.
- If overland movement out of the country is a possibility, define the circumstances under which overland transportation would be considered and special precautions that might be necessary.

·The EEC should attempt to anticipate the degree of support or problems that might be offered by the host government in an evacuation situation. Identify contacts and develop procedures that could be helpful with exit formalities. Investigate any departure problems for employees in connection with in-country taxes and any other business-related departure requirements. Consider what assistance should be asked of the host government for security of assembly areas, convoy routes, and embarkation points if appropriate. Assign liaison responsibilities to appropriate company representatives who may serve as liaisons to the host government for the aforementioned purposes.

·Security protection commensurate with the risk and resources available should be arranged for the various evacuation assembly areas, routes, and embarkation points. Details such as assembly, timing of movements, aircraft schedules, etc., should be protected from unauthorized disclosure. Communications needs must be developed.

·Any inquiries received from the media regarding a planned evacuation or one in progress

should be referred to the EEC and/or to the country manager. Speculative reasons for the evacuation could be harmful to the evacuation and the company's relationship with the host government.

- As evacuees depart the embarkation point by aircraft, vehicle, or ship, the EEC or country manager should inform the corporate headquarters of the following:
 - Flight data (date, time, destination, ETA, and arrival (port or city, if appropriate).
 - Number of evacuees.
 - Number wanting assistance with onward transportation to the United States.
 - Number who will stay at point of arrival and need arrangements for lodging, etc.
 - Medical assistance needed.
 - List of evacuees, if appropriate.

Methods of Transportation

Scheduled Airlines

- Carriers that serve the area, both foreign and domestic.
- Appropriate people to contact for arrangements.

- Capabilities of scheduled airlines to respond to evacuation requirements, that is, routes, capacity, ticketing requirements, payment, etc.

Nonscheduled (Chartered) Airlines

- Selection of a reliable carrier, foreign and/or domestic.
- Suitability of equipment available.
- Response time (obtaining necessary overflight and landing authority, fuel, etc.).
- Through the U.S. Department of State, identify names of U.S. carriers that have existing contracts to perform evacuations during periods of emergencies or civil unrest.

Sea Transportation

- Identify shipping companies or shipping agents that serve the area.
- Select shipping agent or charter agent.
- Describe ship to include response time, capacity, and time required to reach safe haven.
- Consider charter of ocean-going yachts and cabin cruisers as a

possible method of evacuating small numbers of essential personnel who may have remained in country after evacuation of nonessential personnel and families when it appears that airport embarkation points have been closed, but seaports or shoreline use is still available.

Land Transportation

Transportation by land methods should be examined closely as it is not recommended during sensitive times. Road transportation out of a country should be considered only as a last resort. The following information will help in planning and developing road transportation.

- Identify by name, location, and means of contact any other sources of vehicles that could be used in an emergency, either by rental, loan, or pooling by cooperating companies.
- Have a checklist for road convoys.
 - Designate primary and alternate convoy leaders.
 - Select routes (primary and alternate) that avoid choke points.
 - Plan for rest stops.
 - Determine availability of vehicles to meet convoy requirements.
 - Ensure adequate supplies of

personal medical or other special needs. Inventory and have available spare fuel, food, water, tools, first aid, comfort supplies, maps, and compasses with each convoy.

- If convoy will cross international boundary, have appropriate documentation for each vehicle.
- Arrange security for the convoy from local authorities, if possible. If environment is hostile, contact the U.S. Embassy for security assistance.
- Reconnoiter route in advance by sending advance vehicle approximately 30 minutes or more in advance of convoy.
- Provide communications capabilities for lead and rear convoy vehicles.
- Make preliminary arrangements to have local nationals available to drive and translate at roadblocks, checkpoints, etc.
- Where possible, overland evacuation in convoy should be coordinated with other entities, particularly UN agencies and diplomatic groups.