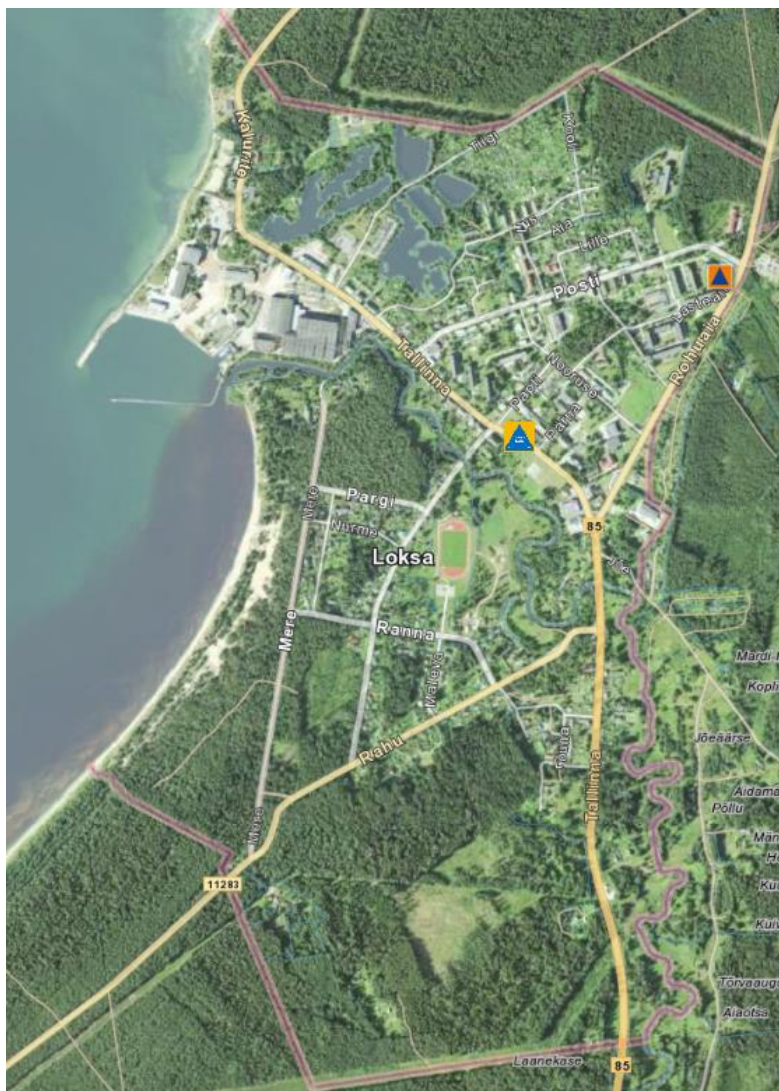


Loksa City Community Crisis Plan



SISEMINISTEERIUM

 **KÜSK** Kodanikuühiskonna
Sihtkapital

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INTRODUCTION

The broad concept of civil protection refers to all preventive, preparatory, reactive and restorative measures implemented in society to prevent the threat to people's lives, health, property, vital services and other values of society associated with various crises.

The aim of civil protection is to support people in crisis and increase people's readiness to cope with crises independently.

“A community crisis plan is a document prepared by the community, which maps out emergency situations threatening the community and includes guidelines for behaviour, communication measures and a further action plan to ensure that the community's resilience is increased in crisis situations” (K.Aav).

The crisis plan is also the basis for planning community activities, training and education, developing resources and forming networks.

The development of the Loksa City Community Crisis Plan has focused on those intervention measures that are necessary to protect people's lives and health in the event of crises. There are two equally important lines of action to achieve this: 1) increasing people's resilience, 2) creating national and community (local government) protection measures.

The population protection is based on the ability of the population to protect itself and, if necessary, help each other until help arrives. According to the Constitution, individuals are primarily responsible for ensuring a decent life standard for themselves. If individuals are still unable to ensure their own survival, that person must be helped first and foremost by their family on a solidary. If the family is also unable to provide for its members to adequately satisfy the need for assistance, the person's need for assistance must be partially or fully satisfied by society. The state has imposed an obligation on its citizens to ensure that they can cope independently in various critical situations for up to 1 week. This does not apply to people who cannot cope in everyday life. Here, the local government and community can provide great support to the state.

In this context, people's indifference and little communication with each other are considered problematic.

As part of the preparation of this document, 10 training sessions were prepared and conducted for city residents. The aim was to increase knowledge about crises and provide guidelines on how to better prepare for possible crisis situations.

The materials were prepared in cooperation with the Rescue Board and the Women's voluntary defence organisation (Naiskodukaitse). The materials were in both Russian and Estonian. Flyers with QR codes were created for the materials that can be distributed.

Unfortunately, only a few people attended the crisis preparation meetings held in the city, even though different times had been scheduled and the advertisements were displayed both on the interactive screens in Loksa and promoted in the local newspaper.

When composing the information leaflets, the instructions at the individual level were based on the local situation and opportunities. All information was made available in Estonian, Russian and English.

The instructions' leaflet was delivered to every mailbox in the city.

Educational institutions play a major role in disseminating the information about preparedness to crises, as they can raise awareness of the importance of preparedness in dealing with crises through various activities, starting from the first grade of schooling to secondary education.

It is important for the Loksa city government and the city's subordinate institutions to develop a mutual information scheme, divide tasks in a crisis situation, have a consistent overview of the number of city residents and social coping, and conduct public events with maximum quality.

1. BASIC DOCUMENTATION

State of Emergency Act, adopted 08.02.2017, updated 18.10.2024

Population Protection Concept, VV, 15.02.2018
[https://kriis.ee/sites/default/files/documents/2022-05/elanikkonnakaiste kontseptsioon 15.02.2018.pdf](https://kriis.ee/sites/default/files/documents/2022-05/elanikkonnakaiste_kontseptsioon_15.02.2018.pdf)

Estonian Security Policy Principles, Riigikogu, 22.02.2023
[https://www.kaitseministeerium.ee/sites/default/files/eesti julgeolekupoliitika alused est 22.02.pdf](https://www.kaitseministeerium.ee/sites/default/files/eesti_julgeolekupoliitika_alused_est_22.02.pdf)

Population Protection Framework Document, VV, 22.02.2024

Local government as a creator of a safe living environment: security planning and capacity development, concept, SIM, 2022

<https://www.rescue.ee/et/juhend/elanikkonnakaiste>

2. MAIN TASK OF THE CRISIS PLAN

Increasing Loksa town community's resilience to crises has been carried out through organizing practical training and preparing a community crisis plan by April 30th, 2025, using community resource mapping and network meetings.

The biggest task of the crisis plan is to give people the simplest and most understandable instructions and knowledge on how to cope as independently as possible in an uncomfortable situation. It is also important that all providers of vital services know their role and can develop an action plan accordingly.

The main task of population protection is to create opportunities for people to access information, to increase their ability to cope in various critical situations, and to develop social protection measures that are appropriate to the threats, protect the population and reduce the effects of crises.

3. TERMS

An emergency is an event or chain of events or an interruption of a vital service that threatens the life or health of many people, causes major property damage, large environmental damage or serious and extensive disruptions to the continuity of a vital service, and for the resolution of which it is necessary to implement rapid coordinated action by several agencies or persons involved in them, to implement a coordinated plan addressing situations different from the "business as usual"-management and to involve significantly more persons and resources than usual.

A vital service is a service that has an overwhelming impact on the functioning of society and the interruption of which directly threatens the life or health of people or the functioning of another vital service or service of general interest, or causes major environmental damage and the interruption of which has a significant impact on the economy and national defence of the state. A vital service is considered as an integrated system including the buildings, equipment, personnel, supplies and other such things that are indispensable for its functioning.

List of vital services and the agencies organising their continuity:

The Ministry of Economic Affairs and Communications organises the continuity of the following vital services:

- telephone service;
- mobile telephone service;
- data communication service;
- electronic personal identification and digital signature.

The Ministry of Climate organises the continuity of the following vital services:

- electricity supply;
- natural gas supply;
- supply of liquid fuel;
- ensuring the roadworthiness of the state road;
- operation of airports;
- operation of air navigation services;
- operation of public railways;
- operation of ports.

The Ministry of Social Affairs shall organise the continuity of the following vital services:

- operation of health services;
- supply of medicines.

Loksa City government shall organise the continuity of the following vital services within its administrative territory:

- supply of district heating;
- ensuring the roadworthiness of the local road;
- supply of water and sanitation.

The Ministry of Culture shall organise the continuity of the following vital services:

- operation of the public media service;
- ensuring the functioning of the broadcasting network service necessary for the provision of the public media service.

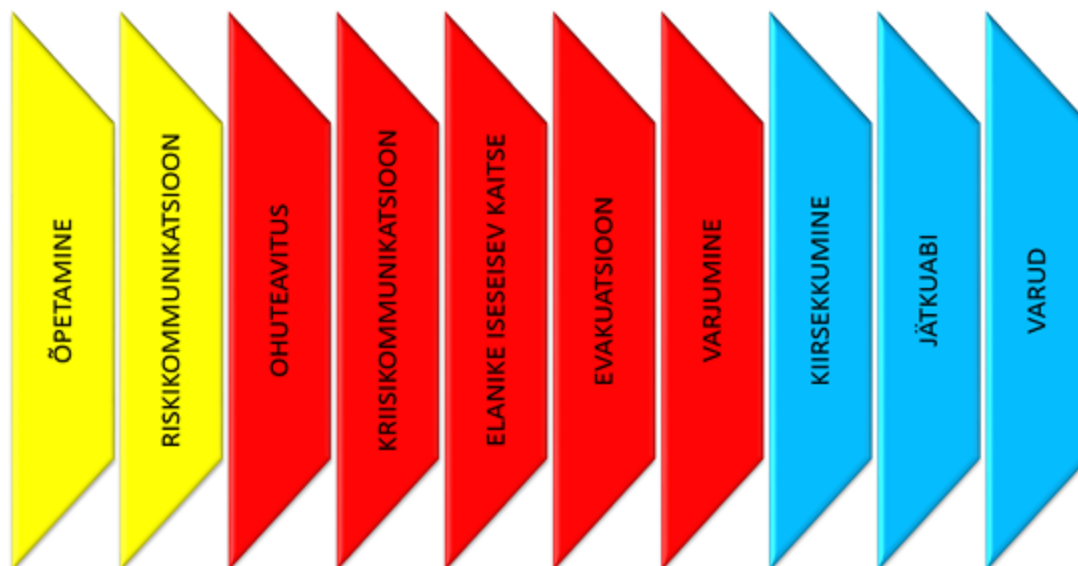
Bank of Estonia shall organise the continuity of the following vital services:

- payment service;
- cash circulation.

The Ministry of Regional Development and Agriculture shall organise the continuity of the food supply.

In preventing, preparing for and resolving emergencies, institutions and individuals shall cooperate and offer each other assistance.

4. POPULATION PROTECTION MEASURES



Yellow: measures to raise awareness in society - training for city residents, information leaflets, keeping the topic in the public eye.

• **Red:** measures to ensure protection (incl. danger alerts, crisis communication, citizens' independent self-protection, evacuation, sheltering) outline the responsible parties, resources, training.

• **Blue:** measures to provide assistance (emergency intervention, continuous assistance, stocks). As a result of preventive actions, responsible parties, resources and skills are in place.

5. POSSIBLE CRISIS IN THE LOKSA TOWN AREA

Considering the location and isolation of the town of Loksa, the greatest threat, according to its residents, is the loss of electricity and the related disruption of vital services. Both weather conditions and malicious human activity were cited as reasons for the disruption of electricity service. Another threat is also seen as information received from various information channels of the multicultural community and the threat it poses to both state authorities and local governments. The third crisis is probably also seen as a crisis of crises - or a conventional war - due to the events in Ukraine as of February 2022. The health crisis was not mentioned much in the conversations.

There are many apartment building residents in the town of Loksa who are in a significantly worse position in the event of a crisis than residents of private houses. Loksa also lacks a source of clean drinking water.

The city's residents lack a strong sense of citizenship because there are few jobs in the city and working-age residents commute to work further away. Consequently, they do not participate in joint events offered by the local government or organize joint activities for the wider city population on their own initiative.

Simultaneously, a recovery centre has been created at the Loksa city government. An agreement has been reached with the COOP store, which is willing to support the city as a crisis store.

In addition, the water of Valgejõgi River, running through the city, can also be used for daily hygiene if the appropriate facilities are available. There is a GP-centre (*perearstikeskus*), an ambulance and a Rescue Board fire station on site. The city has purchased a generator, which can be used to boil water, e.g. in the local school canteen.

Emergency	Impact and probability	Description	References to action guidelines
Extreme weather conditions, e.g. storms	Probable but rare, high impact	Broken trees, roads impassable, shops and pharmacy closed, ambulance, rescuers, police cannot reach destinations. Buildings destroyed - roofs blown off, windows broken. Trees fall on cars - some families are left without a means of transport. Power outages, cooking is difficult, data and telephone connections are not operational. Water and sewage pumps are not working.	In order to cut down broken trees, it is necessary to know which households and/or institutions have a chainsaw. In the event of major wind damage, the Rescue Board must be notified. In normal circumstances, the Rescue Board is responsible for removing trees blocking both directions of travel, in other cases, the Road Administration is responsible for trees that have fallen on national roads, and the local government is responsible for local roads.
Forest and landscape fires	Likely but rare, with a large impact	Smoke makes breathing difficult. Fire risk to buildings due to dense population (Loksa is also an area of wooden houses). Some roads may be blocked, i.e. ambulances cannot reach them, you cannot get out yourself, etc.	Call the Emergency Number 112. In case of dangerous smoke, it is useful to use protective equipment that prevents the spread of smoke indoors and protects the respiratory tract. Turn off the ventilation system! If the fire threatens buildings, in the case of a smaller fire, the garden watering system can be used to reduce the risk of buildings catching fire from sparks. In case of a large fire, the instructions of rescue

			workers must be followed to avoid danger!
Exceptionally cold or hot weather	Probable but rare, medium impact	<p>Medical threat of heat strokes , especially for the elderly, cardiovascular patients, and those with high blood pressure.</p> <p>Communication lines are disrupted.</p> <p>The risk of forest and landscape fires increases.</p> <p>Wells drying out, shortage of drinking water.</p> <p>Freezing (indoors or outdoors). Overheating of stoves and the resulting risk of fire.</p>	<p>In hot weather, keep windows and doors closed, curtains closed!</p> <p>Cool yourself in the shower or hold a damp towel on your head and neck, or go to the basement for a while.</p> <p>If the wells dry up, ask the nearest neighbour who has enough water to help with drinking water.</p> <p>Avoid overheating at home! Have the heaters in your home checked regularly!</p>
Cyberattacks	Likely but rare, the impact can be very large	<p>Can lead to:</p> <ul style="list-style-type: none"> • Disruption of electronic identification and digital signature services; • Data communication service disruptions; • The continuity of some vital services is interrupted; • Information systems important to the functioning of the country are at risk; • Personal data is at risk. 	<p>Protect your personal data and identity!</p> <p>Back up your information materials to an external data medium (memory bank).</p> <p>Stock up on cash.</p> <p>Always buy prescribed prescription medications on time.</p>
Sudden attack in a public place	Low probability, medium impact	Panic, rushing away from the danger, being trampled. Numerous casualties needing medical assistance.	<p>Call 112. Inform neighbours, community.</p> <p>In case of a direct attacker and danger: If you find a hiding place in a room, lock the door and move the furniture in the room in front of the door. Turn off all lights in the room, stay away from doors and windows. Do not reveal your location and do not leave until the danger has passed and you have received appropriate instructions from the police. Set your mobile</p>

			<p>phone to silent mode and turn off the vibration function. If possible, move quickly and covertly to a place that offers protection and is out of the attacker's line of sight. Get as far away from the danger as possible. If possible, warn and help others without putting yourself in danger. Follow the police's orders! When you see police officers, do not rush towards them, keep your hands up and your palms visible. Remember that in such situations, the police considers all people a potential threat.</p>
Epidemic or animal disease	Low probability, low impact	Wild animals can spread the disease to domestic animals, possible risk of transmission to humans (e.g. bird flu). Spread of infections through contaminated food, water, air, droplet, airborne or contact infection from infected persons.	Follow the instructions of the authorities.
Mass unrest, military conflict	Low probability, critical impact	Disruption of vital services. Police, rescue and ambulance resources have been deployed to the crisis hotspot and city residents cannot be provided with quick assistance.	Follow the instructions of the authorities. Listen to reliable news (ERR – Eesti Rahvusringhääling). Stock up domestic supplies, prepare for disruption of vital services. Prepare for shelter and evacuation. Avoid publishing information about the movement of Estonian troops, e.g. by sharing pictures on social media!
Mass (refugee) immigration from other regions and settlements.	Low probability, high impact	Immigration primarily burdens the police and healthcare institutions, people may be placed in nearby empty houses, schools, etc.	Follow the instructions of the authorities.

6. INSTRUCTIONS IN CASE OF POWER OUTAGE

In case of a power outage, an electricity generator can be used. People in the community have purchased them for their homes, and since 2024, the city of Loksa has also acquired a generator. The city generator is also portable if necessary. If the power outage is regional, the crisis committee will decide where the need for deploying the generator is most urgent. Planned outages are necessary for the repair and maintenance of the electricity network, as well as for the construction of new networks. Such outages are notified in due time, by e-mail or SMS message at least two days before the planned outage.

NB! Advance notification does not apply to special situations such as rescue work and life-threatening situations. There can be up to 64 hours of planned outages at one consumption point during the year.

Faulty outages are caused by strong winds, ice or lines damaged during excavation work. Elektrilevi does everything it can to ensure that the faults are eliminated as quickly as possible. There can be up to 70 hours of faulty interruptions in one consumption point during the year. Allowed interruptions are eliminated within 12 hours from April to September 30th. From October to March 31st within 16 hours at the latest.

In the event of natural disasters or storms classified as emergency situations, interruptions are eliminated within 72 hours from the end of the emergency situation. A power outage can lead to the loss of water supply and sewage pumping, halting heating systems and lighting in households, the cessation of trade and money circulation, etc. To prevent this, it is necessary to create a crisis reserve, including lighting, food supplies, cash, etc. and find an opportunity to purchase a generator or other means of ensuring uninterrupted power supply. Before purchasing a device, you need to think about where you want to install the generator and determine the required capacity of the generator. Carbon monoxide is produced during the operation of the generator, hence it is critical to ensure that carbon monoxide does not enter or accumulate indoors. Since carbon monoxide is odourless and colourless, it is worth installing a carbon monoxide detector in the room for added safety. It is also important to ensure that all generator users know how to use the generator safely according to agreed procedures and who to contact with questions or in case of technical failures.

7. INSTRUCTIONS FOR PROTECTING PROPERTY

Do not buy goods of an unverified background. It is necessary to keep purchase and warranty documents, which can be used to prove the ownership of the items if necessary and which give the police the opportunity to search for a specific item. In addition, it is worth remembering the special features of the items, a detailed description and, if possible, a picture of them, which could be used to search for or identify the item.

Mark valuable items when using/leaving them in public spaces (tools, bicycles, home appliances), take a photo of them and save them in a safe place.

For prevention of theft/damage, know your neighbours! Help your neighbours protect their property too - to do this, communicate with each other.

If you see suspicious vehicles or people moving, inform your neighbours and provide information about the vehicles and people to the police.

When investigating the situation, act in pairs at least.

If you are leaving home for an extended period, it is a good idea for acquaintances or neighbours to check your property from time to time and empty the mailbox. This gives the impression that someone is home.

If you discover that thieves have been around, inform the community and preserve the scene. Call 112 and report what has happened. Act according to the instructions received from the police. There is no need to start cleaning up before the police arrive.

8. INSTRUCTIONS IN THE EVENT OF A FIRE

For fire prevention, have your home's heating system and chimneys checked with sufficient regularity. Having insurance does not guarantee that an accident will be prevented, but it will mitigate its consequences (insurance covers the costs if the necessary maintenance has been carried out by a chimney sweep/potter with a documented professional certificate). Also, install and maintain smoke and carbon monoxide detectors according to the instructions!

You can also invite (preventively) representatives of the Rescue Board to visit to check fire safety (including smoke and carbon monoxide detectors).

Ensure that the electrical system is in good condition and avoid overloading.

Ensure that access points of your home are clearly marked so that if the fire department needs to reach you quickly, street signs and house numbers are clearly visible. Access to buildings ensures a quick response. It must be borne in mind that if roads and streets are not maintained properly and parking arrangements are not in place, blockages may impede the access of rescue vehicles.

If possible, cut off the power supply at home - turn off the lights, turn off the power at the main switchboard, and close doors and windows. Call 112. If necessary, assist the rescue leader, e.g. by showing the way, do not interfere with the activities of rescue workers. Assist the victims until professional help arrives.

9. INSTRUCTIONS FOR EVACUATION

Evacuation is the process of directing or relocating people from a dangerous place to a safer place to protect their lives and health in the event of

- a threat (e.g. a flood, a bomb threat);
- during an event (e.g., a fire, a chemical accident);
- after an event (e.g., if the area has become uninhabitable due to contamination or damage).

In the event of an evacuation, there is not enough time to pack all the necessary things for being away from home. Think about what you and your family members need most to cope away from home. Think carefully about the availability of personal food supplies and make an overview - food that can easily be preserved and does not require preparation (canned food, crackers, nuts, sweets, etc.) and water for at least one day. Make a plan for how you can provide temporary shelter to each other with friends and family members in the event of a long-lasting crisis. Also consider the transportation you will need to evacuate independently if necessary. Follow the instructions of the authorities conducting the evacuation for leaving the

dangerous area and reaching the evacuation sites. Check whether neighbours are aware of the evacuation, offer them assistance in cooperation with the authorities (including sharing urgent information). When evacuating independently, use roads that the police have allowed to be used according to media reports. Do not return home until you receive official confirmation that it is safe.

10. FOLLOW-UP ACTIVITIES

A completed crisis plan is only the first major step towards achieving resilience against crises in the community!

The deadlines for completing the tasks for designing the crisis plan are set by the local government, but the measures may be implemented by the end of May 2026, when the project results will be reviewed under the leadership of the City of Loksa government and in cooperation with the Rescue Board, the police, the heads of the city's subordinate institutions, representatives of various interest groups (apartment associations, NGOs) and the Women's Voluntary Defence Organisation. In April 2026, if necessary, additional time can be planned for the activities and/or new goals may be set.

Mapping of possible crisis situations - implemented, but requires a broader approach as a follow-up activity, e.g. in the form of research projects by students of the third level of upper secondary school.

Alternative solutions and activities in case of interruptions to vital services - ongoing activity that has been started but requires continuous work, including in cooperation with city officials and heads of subordinate institutions. Guidelines and instructions through the Rescue Board and the Women's Voluntary Defence Organisation - introducing and promoting the Ole Valmis! website and the Ole Valmis! Mobile app, distribution of information leaflets. Finding opportunities to acquire equipment (generators, special-purpose vehicles) through various project calls/tenders and informing apartment associations and senior citizens' homes about the opportunities. Finding cooperation partners (fuel companies, shops, local GP-centre (*perearstikeskus*), and pharmacy) and concluding preliminary agreements with them to offer products and services in a crisis situation.

Alternative communication channels, crisis and risk communication – not implemented. It is necessary to analyse the information and communication channels of responsible parties and develop a notification scheme. Investigate the possibilities of the SitRep-platform of the Ministry of the Interior as a possible solution.

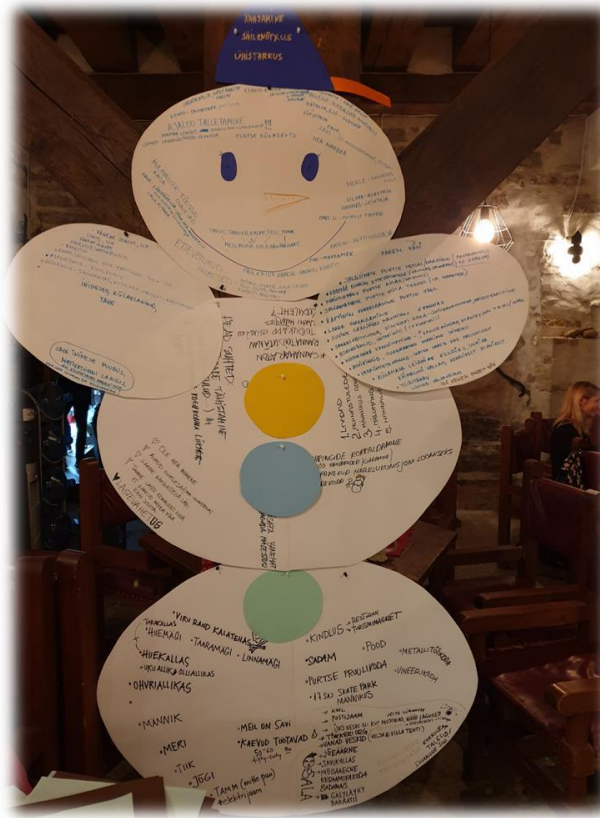
Community gathering place / emergency centre / information point, evacuation and shelter locations – partially filled, the emergency centre has been established at the Loksa City Government. Evacuation shelter spots have been approved by the Rescue Board and their location will be notified when the need arises.

The role of the local government and providers of vital services (ETOs), contacts, agreements – not implemented.

Mapping of community members – families, farms, apartment associations, individuals living alone, individuals/risk groups in need of support. If necessary, add more specific information (e.g.: does not use the internet, mobility impairment, angry dog, etc.). Empty houses, holiday houses – are not included as a group. Through social services, it is possible to predict the needs of weaker, lonely and support-needing community members. The police have an

overview of risk groups living or operating in the city. Apartment associations have information about their members. It is necessary to create a common database.

Resource mapping – not implemented. Recommendation to use the “SNOWMAN” model, keeping in mind that instead of problems and shortcomings, the focus is on existing opportunities/resources.



The bottom ball – “rests on the ground with both feet, foundation” - Loksa city, geographical community, place as strength, important places, important buildings, sites of nature.

The second ball – “heart and soul”-related activities, which make the soul ring What you can do yourself, opportunities for engagement that promote relationships and sense of togetherness in your community / that do not require money /, how you can create and maintain good relationships.

The third ball – “head, mind, wisdom” - what knowledge, skills are available in Loksa, what every city resident can offer, the city's social capital.

The left hand - what could be done right away, with a bucket of good ideas to create cooperation with each other, what could already be done TOGETHER in 2025, the activity plus the responsible implementer/organizer may or may not have to.

The right hand - what should be stopped right away, with “a broom to sweep away the factors that hinder cooperation”. We map the obstacles that may occur - we recognize them and know how to deal with them. (e.g. communication barriers).

11. TO-DO LIST

	Action	Deadline	Responsibility
1	Mapping potential partners, roles and resources APARTMENT ASSOCIATIONS – marking meeting places		
2	Mapping of potential cooperation partners, roles and resources CITY AGENCIES - contacts		
4	Mapping potential partners, roles and resources STORES - agreements		
5	Negotiating with potential partners, mapping roles and resources COMPANIES		
6	Mapping the needs and contacts of residents with coping difficulties	Continuous	
7	Creating a unified reporting scheme		
8	Practicing through a unified reporting scheme		
9	Crisis preparedness training CITY DEPARTMENTS		
10	Crisis preparedness training CITY RESIDENTS – public events		
11	Community-oriented joint events, including those involving the Estonian Cultural Centre and the Estonian Association of Cultural Associations (PäA).		
12	Increasing youth crisis awareness and community engagement		
13	Planning follow-up activities to the crisis plan		

12 Quick links and contacts

A crisis is a situation that, due to its effects, significantly hinders the daily life of city residents. It is important that each family prepares for crises independently in order to manage their own homes or protect their household assets, but there are crises in which joint action and preparation for them yield better results.

- electricity goes out for more than a few hours, refrigerators become useless, cooking becomes more difficult – [MARU notification system](#)

- water pipes lose pressure, sewage system does not work – OÜ Loksa Haljastus (5551 2015 haljastus@loksa.ee)
- mobile communication, internet connection goes out (use SMS, it may still work, listen to the radio)
- goods cannot be bought from the store, fuel cannot be bought – [petrol stations with autonomous electricity supply](#)
- there is a fire or evacuation is necessary for another reason – 112
- roads are impassable (snow, blizzard) – [national road maintenance](#) (1247) + [local roads](#) (603 1253)
- flooding (sea water level over two meters) – [see the flood map!](#)
- major accident or epidemic in the area
- wave of thefts in the area – regional police officer (512 3615, 5335 9346)
- national sabotage (cyber threats, information warfare, combat operations)
- uncertainty or event (grief) in the community-society that causes threats to mental health

Recommendations for these are provided:

- Oleva.ee
- o [how to prepare](#)
- o [guidelines for behavior in crisis situations](#)
- [Kriis.ee](#) – how to prepare and what to stock up on in possible emergencies
- [Naiskodukaitse recommendations on collecting supplies at home](#)

Prepare for crises with your family:

- read through the Loksa community crisis plan
- check that the smoke detectors and carbon monoxide detector in the home are working, and that the electrical system is in order
- take out home insurance, your own accident and life insurance if you have not already done so
- stock your home with sufficient food and water supplies, and first aid
- contribute energy security (car fuel, battery banks, battery-powered radio, generator, etc.)
- think about how and where to evacuate quickly if necessary, who to contact
- In an emergency, call:
 - o 112 – emergency number if your or a loved one's life, health or property is in immediate danger
 - o 1220 – advice from a family doctor

- o 1226 – school psychologist
- o 1247 – state information, official information in crisis situations
- o 1343 – electricity distribution emergency phone
- o In a maritime emergency, call:
JRCC Tallinn +372 619 1224 or 112