



Senior and Elected Officials Workshop (SEOW)

Introductions



Workshop Outline

- Introductions
- Principles of Emergency Management
- Emergency Declarations
- SEO Roles, Responsibilities and Decision Making

Logistics and Administration



Workshop Objective

At the end of the workshop, participants will have an understanding of the obligations of their municipality pursuant to **Ontario's legislation**; and be familiar with the core concepts of emergency management in Ontario.

Questions?





Senior and Elected Officials Workshop

TOPIC 1– PRINCIPLES OF EMERGENCY MANAGEMENT IN ONTARIO

Objectives

- State Ontario's definition of an emergency
- Recognize the purpose of Ontario's Emergency Management Doctrine
- Explain the Office of the Fire Marshal and Emergency Management's role in supporting municipalities
- Recognize Ontario's approach to emergency management
- Review principles of emergency preparedness
- Identify roles and responsibilities of various levels of government in emergency management

What is an Emergency?

Ontario's Definition

A situation or impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease or other health risk, an accident, or an act whether intentional or otherwise

EMCPA Definitions

www.e-laws.gov.on.ca

EM Doctrine for Ontario

The main purpose of the Emergency Management Doctrine is to set out the overall framework for emergency management in the Province of Ontario in order to develop a common understanding of the concept.

[EM Doctrine for Ontario](#)

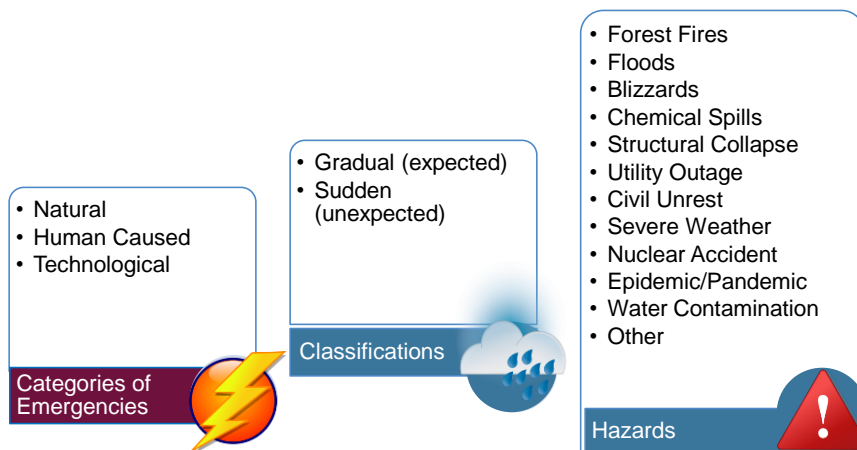
What is Emergency Management?

“It is an all-encompassing risk-based approach to emergency management that includes prevention, mitigation, preparedness, response and recovery measures”

EMO Glossary of Terms



Emergencies



Did you Know

- Ontario has approximately 40% of Canada's population 7th largest province; 5th by 2020*
- Approx. 50% of Canadian chemicals are manufactured in Ontario
- Almost every large municipality has a hazardous facility located within its boundaries



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Did you Know (1)

- Ontario has Approximately 60% of Canada's road and rail accidents involving hazardous products
- A increasing % of Ontario's electricity comes from its 18 nuclear reactors



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Did you Know (2)

- Ontario averages 14 tornadoes per year and 125 potentially severe weather incidents
- Severe weather incidents include: thunderstorms, tropical depressions, blizzards, ice and snow storms
- A potential exists for earthquakes in Ontario



Did you Know (3)

- In the summer, we usually have thousands of acres in forest fires annually
- Floods are a common occurrence in a province with thousands of lakes and rivers



Did you Know (4)

- Our contiguous states, provinces and territories are New York, Michigan, Ohio, Minnesota, Pennsylvania and Wisconsin; Quebec, Manitoba and Nunavut
- Mutual aid and assistance arrangements with contiguous states are important. Canadians sell more to the United States than they consume at home



👋 Ontario's Aging Infrastructure



Obstacles to Effective Planning

- “It can’t happen here?”
- “Everything is under control!”
- “We can’t afford it!”

Costs of not having a solid emergency management program can be immense when a disaster does strike

Myths and Realities

Myth: Panic

Myth: Looting

Reality:
Convergence



Where Does it Begin?

YOUR SAFETY BEGINS AT HOME



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👋 Continuity Planning



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Municipal Approach

- Each municipality is required to have an emergency management program
- The CEMC is responsible for coordinating the development of the emergency response plan, staff training, and conducting annual exercises to ensure the readiness of the community
- The CEMC works closely with local emergency services and other partners to integrate plans and services

Ontario's Approach

- EM programs are based on Hazard Identification and Risk Assessment (HIRA)
- The most probable hazards and greatest risks indicate likely program priorities
- Take identified hazards into account in all stages of EM program

Office of the Fire Marshal and Emergency Management (OFMEM)

- Branch of the Ministry of Community Safety and Correctional Services
- Develops provincial EM Doctrine, training and provincial emergency plans
- Operates the Provincial Emergency Operations Centre (PEOC) for 24/7 reporting of emergencies
- Coordinates provincial response to requests for emergency assistance from municipalities

OFMEM Field Officer- Support During Non-Emergencies

The OFMEM assigns Field Officers to:

- Provide advice and assistance
- Provide a variety of training opportunities for municipal staff
- Monitor and report on municipal EM programs
- Assist with local emergency preparedness week activities
- Assist with developing and delivering local exercises and training
- Review and edit local program documents (Emergency Response Plans (ERP) and bylaws)
- Connect CEMCs with other resources (exercise scenarios, emergency management and industry partners)

OFMEM Field Officer- Support During an Emergency

Field Officers are deployed to support municipalities during an emergency with:

- Provide advice and assistance
- Act as a Provincial Liaison
- Source of information and conduit for information sharing
- Facilitate requests for assistance from the province and federal government
- Coordinate provincial ministry support

Contacting the PEOC or Field Officer



Summary

Ontario is a safe place to live, but we all need to be aware and plan for the risks and hazards that may impact us.

The OFMEM provides a dedicated resource to support your municipality during times of emergency and non-emergency.

Questions?





Senior and Elected Officials Workshop

TOPIC 2- MUNICIPAL EMERGENCY MANAGEMENT PROGRAMS

Objectives

- Identify the legislated requirements for a municipal emergency management program
- State the legislated roles and responsibilities of the CEMC
- Recognize mandatory municipal program elements

EMCPA Municipal EM Program Requirements

- Program Committee
- Community Emergency Management Coordinator (CEMC)
- By-law Approval
- Hazard Identification and Risk Assessment (HIRA)
- Critical Infrastructure Identification
- Emergency Response Plan (ERP)
- Establish Emergency Operations Centre (EOC)
- Annual Training
- Annual Exercise
- Appoint an Emergency Information Officer
- Annual Review

EM Program Committee Regulation

s.11.(1) Every municipality shall have an emergency management program committee

(2) The committee shall be composed of:

- (a) the municipality's emergency management program co-ordinator;*
- (b) a senior municipal official appointed by the council;*
- (c) such members of the council, as may be appointed by the council;*
- (d) such municipal employees who are responsible for emergency management functions, as may be appointed by the council; and*
- (e) such other persons as may be appointed by the council.*

O. Reg. 380/04 s.11.(1)(2)

EM Program Committee Responsibilities

s.11.(5) The committee shall advise the council on the development and implementation of the municipality's emergency management program

s.11.(6) The committee shall conduct an annual review of the municipality's emergency management program and shall make recommendations to the council for its revision if necessary

O. Reg. 380/04 s.11.(5)(6)

Program Co-ordinator (CEMC) Regulation

s.10. (1) Every municipality shall designate an employee of the municipality or a member of the council as its emergency management program co-ordinator

(2) The emergency management program co-ordinator shall complete the required training that is required by the Chief Emergency Management Ontario

(3) The emergency management program co-ordinator shall co-ordinate the development and implementation of the municipality's emergency management program within the municipality and shall co-ordinate the municipality's emergency management program in so far as possible with the emergency management programs of other municipalities, of ministries of the Ontario government and of organizations outside government that are involved in emergency management

(4) The emergency management program co-ordinator shall report to the municipality's emergency management program committee on his or her work under subsection (3).

O. Reg. 380/04 s.10. (1) (2)(3)(4)

Primary Role of a CEMC

The CEMC is responsible and accountable for coordinating the development and implementation of the municipality's emergency management program in accordance with the standards set out in the *Emergency Management and Civil Protection Act (EMCPA)* and Ontario Regulation 380/04.

Municipal Emergency Control Group (MECG) Regulation

s.12. (1) Every municipality shall have a municipal emergency control group (MECG):

(2) The emergency control group shall be comprised of,

- (a) such officials or employees of the municipality as may be appointed by the council*
- (b) such members of council may be appointed by council*

(3) The members of the group shall complete the annual training that is required by the Chief, Emergency Management Ontario

(4) The group shall direct the municipality's response in an emergency, including the implementation of the municipality's emergency response plan

(5) The group shall develop procedures to govern its responsibilities in an emergency

(6) The group shall conduct an annual practice exercise for a simulated emergency incident in order to evaluate the municipality's emergency response plan and its own procedures

O. Reg. 380/04 s.12. (1) (2) (3) (4) (5) (6)

By-Law Legislation

s.2.1 (1) Every municipality shall develop and implement an emergency management program and the council of the municipality shall by by-law adopt the emergency management program

EMCPA s.2.1(1)

Hazard and Risk Assessment and Critical Infrastructure Identification

*s.2.1(3) In developing its emergency management program, every municipality **shall identify and assess the various hazards and risks** to public safety that could give rise to emergencies and **identify the facilities and other elements of the infrastructure** that are at risk of being affected by emergencies.*

EMCPA s.2.1(3)

What is a Hazard?

- Any dangerous event or circumstance that has the potential to lead to an emergency or disaster
- “A phenomenon, substance, human activity or condition that may cause a loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption or environmental damage. These may include, natural, technological or human caused incidents, or some combination of these”

OFMEM Glossary of Terms (2011)

👋 CEMC HIRA and Mutual Assistance Presentations



Critical Infrastructure Sectors

		
Food and Water	Transportation	Financial Institutions
		
Electricity	Communication Systems	Health Care
		
Public Safety & Security	Gas & Oil	Continuity of Government

Emergency Response Plan (ERP) Legislation

*s.3.(1) Every municipality **shall formulate an emergency plan** governing the provision of necessary services during an emergency and the procedures under and the manner in which employees of the municipality and other persons will respond to the emergency and the council of the municipality **shall by by-law** adopt the emergency plan*

s.3. (6) Every municipality shall review and, if necessary, revise its emergency plan every year

EMCPA s.3.(1)(6)

Emergency Response Plan Regulation

s.15. (2) An emergency response plan shall, (a) Assign responsibilities to municipal employees, by position, respecting implementation of the emergency response plan; and (b) Set out the procedures for notifying the members of the municipal emergency control group of the emergency

O. Reg. 380/04 s.15.(2)

Emergency Response Plan Coordination- Upper-tier Plan

Conformity with upper-tier plan.

s.5 The emergency plan of a lower-tier municipality in an upper-tier municipality, excluding a county, shall conform to the emergency plan of the upper-tier municipality and has no effect to the extent of any inconsistency and, for the purposes of this section

EMCPA s.5

Establish an Emergency Operations Centre (EOC)

*s.13. (1) Every municipality shall establish an **emergency operations centre** to be used by the municipal emergency control group in an emergency*

*(2) The **emergency operations centre** must have appropriate technological and telecommunications systems to ensure effective communication in an emergency*

O. Reg. 380/04 s.13. (1)(2)

Training and Exercise Legislation

*2.1 (2)(b) **training programs and exercises** for employees of the municipality and other persons with respect to the provision of necessary services and the procedures to be followed in emergency response and recovery activities*

*3. (5) Every municipality shall conduct **training programs and exercises** to ensure the readiness of employees of the municipality and other persons to act under the emergency plan*

EMCPA s.2.1(2)(b) and s.3.(5)

Training and Exercise Regulation

Municipal Emergency Control Group shall:

s.12. (3) Complete the annual training that is required by the Chief, Emergency Management Ontario

s.12 (6) Conduct an annual practice exercise for a simulated emergency incident in order to evaluate the municipality's emergency response plan and its own procedures

O. Reg. 380/04 s.12. (3)(6)

Public Education (PubEd)

s. 2.1 (2) (c) Public education on risks to public safety and on public preparedness for emergencies”

EMCPA s.2.1 (2)(c)

“A program that provides focused information to a target audience to educate about protective actions to reduce the risk of life and property damage, in the event of an emergency”

OFMEM Glossary of Terms (2011)

Emergency Information Officer Legislative Requirements

s.14. (1) Every municipality shall designate an employee of the municipality as its emergency information officer

(2) The emergency information officer shall act as the primary media and public contact for the municipality in an emergency

EMCPA s.14. (1)(2)

Importance of Emergency Information (EI)

“Information about an emergency that can be disseminated in anticipation of an emergency or during an emergency. It may provide situational information or directive actions to be taken by the public”

OFMEM Glossary of Terms (2011)

Summary

- The Emergency Management and Civil Protection Act (EMCPA) outlines legislated municipal requirements for an emergency management program
- There are 11 mandatory municipal program elements
- Municipalities are encouraged to identify hazards and establish mutual aid agreements for your municipality

Questions?





Senior and Elected Officials Workshop

TOPIC 3 - EMERGENCY DECLARATIONS

Objectives

- Explain considerations in declaring a municipal emergency
- Explain how to make an emergency declaration
- Explain the benefits and implications of declaring an emergency
- Describe the Ontario Disaster Recovery Assistance Programs - MDRA and DRAO

Emergency Declaration

s. 4. (1) The head of council of a municipality may declare that an emergency exists in the municipality or in any part thereof and may take such action and make such orders as he or she considers necessary and are not contrary to law to implement the emergency plan of the municipality and to protect property and the health, safety, and welfare of the inhabitants of the emergency area.

(3) The head of council shall ensure that the Solicitor General is notified forthwith of a declaration made under subsection (1) or (2)

EMCPA s.4. (1) (3)

Declaring a Municipal Emergency

- Head of Council or Premier may declare an emergency
- Head of Council, the Council, or the Premier may declare an emergency terminated
- Member of council will be appointed in the place of and assume all powers and duties of the Head of Council in HOC's absence

Why Declare an Emergency?

- Declaration permits use of extra-ordinary measures
- May permit sole source contracts for required resources

Benefits/ Implications

- Provides exceptional means to deal with exceptional situations
- May open the way to additional resources:
 - Supplies
 - Services
- Protects volunteers
- Draws public attention to emergency information

Municipal Declarations and OFMEM

- Municipality must notify OFMEM as soon as possible following the decision to declare an emergency
- OFMEM provides an Emergency Declaration Checklist to assist with decision making



How to Declare an Emergency

- Have a pre-populated declaration form in ERP
- Make the decision
- Sign the form
- Inform OFMEM immediately
- Inform the incident site Commander

When a Region Declares

- The local municipality maintains overall responsibility of incident
 - An emergency declaration does not mean that the Region assumes responsibility for the local municipality's emergency
- Generally a Region declares in consultation with member municipalities to coordinate limited resources
- Regional resources may include:
 - Emergency Social Services (ESS)
 - Public Health
 - EMS
 - Police
 - Roads/Transportation/ Public Works

Provincial Emergency Declarations

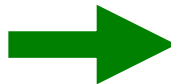
- Premier may declare or terminate a provincial emergency
- Premier may take action and make orders necessary that are not contrary to law
- Premier may direct and control a municipality's administration, facilities and equipment
- Premier may require any municipality to provide assistance
- Premier may designate a minister to exercise these powers

Provincial Emergency Declarations (cont'd)

- If the province declares and requests support from your municipality:
 - Municipalities need not declare unless they require special powers
 - Track related expenses and contact OFMEM first before making large extraordinary purchases
 - Volunteers used in a municipality for the purpose of a Provincial Declaration are covered by the Province for any WSIB claims

Disaster Relief Funding

Increase in the
scope and
complexity of
disasters



Increase in
demand for
financial
assistance

Disaster Financial Assistance

The Ministry of Municipal Affairs and Housing is responsible for the coordination of extraordinary provincial expenditures in relation to emergencies

Order-in-Council 1157/2009

Ministry of Municipal Affairs and Housing Programs

The Ministry of Municipal Affairs and Housing (MMAH) has two programs to assist with disaster recovery assistance:

1. Disaster Recovery Assistance for Ontarians (DRAO)
2. Municipal Disaster Recovery Assistance (MDRA)

Common Components

Both the Disaster Recovery Assistance for Ontarians and Municipal Disaster Recovery Assistance have the following common components:

- Apply to **sudden** and **unexpected** natural disasters with costly impacts
- Cover eligible **essential**, basic costs connected to disaster response and recovery. The programs are **not** intended to replace insurance
- Are delivered by the province

How it works: Disaster Recovery Assistance for Ontarians

1. Disaster occurs
MMAH continuously monitors the province for natural disasters
2. Disaster assessed by MMAH
Assessment informs the decision to activate the program
3. Activation Decision
Made by minister of MMAH
4. Claims accepted for 120 calendar days
Claimants apply directly to the province
5. Ministry issues decision on claim
Claims adjusted by professional firm; may include site visits and/or claim reconsideration after Ministry's decision is issued

✓ Program Features: Municipal Disaster Recovery Assistance

- Municipalities have **120 calendar** days from the onset of a disaster to apply for assistance
- Clear eligibility rules: eligible disaster-related costs must be **≥3%** of municipality's Own Purpose Taxation levy
- Province and municipality share eligible costs.
Costs up to **3% OPT**: province pays **75%**, municipality pays **25%**. Costs beyond **3% OPT**: province pays **95%**, municipality pays **5%**

Termination of Municipal Emergency Declarations

s.4. (2) The head of council or the council of a municipality may at any time declare that an emergency has terminated

(4) The Premier of Ontario may at any time declare that an emergency has terminated

EMCPA s.4. (2)(4)

Summary

- Following the declaration checklist will assist in deciding when to declare
- Every situation will be different and while one community may declare, a different community may not for the same situation depending on its resources and legal capacity
- Document everything from the start – especially to back up MDRA requests

Questions?





Senior and Elected Officials Workshop

TOPIC 4 –SEO ROLES, RESPONSIBILITIES AND DECISION MAKING

Objectives

- State essential responsibilities of senior and elected officials during an emergency
- Recognize Ontario's Incident Management and Emergency Operations Centre models
- Recall personal and municipal legislated liability
- Describe considerations for decision making

SEO Essential Responsibilities

- Ensure continuity of government
- Activate specific legal authorities (disaster declarations, evacuations, or other protective actions)
- Coordinate with the EIO to keep media and public informed
- Request assistance from Provincial ministries through the PEOC DO
- Coordinate with other senior officials and community partners
- Work within jurisdiction during emergencies and non emergencies to gather relevant local information

Incident Management and Coordination

When disasters occur, response happens at two levels:

- **Incident Management System (IMS)** is used to manage tactical activities to stabilize an incident, save lives, and protect property and the environment
 - Led by Incident Commander
- **Emergency Operations Centers (EOC)** provides incident support activities, including strategic coordination, resource acquisition and information gathering
 - Led by EOC Director/Commander

Personal Liability Exemptions

- Member of council
- An employee of a municipality
- A minister of the Crown or a Crown employee
 - are not personally liable as long as they are acting in good faith.

EMCPA s.11(1)

Municipal Liability

The EMPCA Section 11 Subsection (1) **does not** relieve a municipality of liability for the acts or omissions of a member of council or an employee of the municipality referred to in subsection (1), and the municipality is liable as if subsection (1) had not been enacted and, in the case of a member of council, as if the member were an employee of the municipality. 2006, c. 13,

EMCPA s.11(3)

Liability Issues

Implementation of an emergency management program might reduce a community's potential for liability.

- HIRA
- Hazard based ERP
- The five components of emergency management
- Achieving annual EM Program Compliance

WSIB Protection for Volunteers

- Volunteers who are working in support of a Declared emergency are provided protection through WSIB in case of any injury related to this work
- In the case of an emergency declared by the municipal Head of Council, the municipality is considered to be the 'deemed employer' of any volunteers working in support of the emergency. Therefore, the municipality may be liable for any costs associated with a WSIB claim made by a volunteer
- OFMEM recommends that municipalities consult with WSIB and legal department in developing their volunteer management plans

Decisions and Choices

"You have to remain very cool in situations like that. First you realize you have a responsibility and the whole nation is waiting to see what you will do. And you can not make a mistake."

Rt. Hon. Jean Chretien speaking about decisions made on Sep 11 2001.



Decisions and Choices (cont'd)

- Based on the best information available at the time
- Not always complete information
- Made on the spot or during MECG meeting
- Under public scrutiny and media coverage (e.g. public inquiry)

IMS Model and Decision Making

IMS provides structure to chaos. Benefits include:

- Built on internationally recommended practices and reflects Ontario's unique needs
- Facilitates cooperation between all response organizations
- Scalable to manage all types of incidents
- Efficient, flexible and standardized
- Built in partnership with all of Ontario's major emergency response organization stakeholder groups

Learn More

- Visit www.ontario.ca/ims to:
 - Learn more about IMS
 - Access IMS resources
 - Register for IMS training opportunities
 - Sign up for IMS Email Alerts
- Contact your OFMEM Field Officer

✓ Decisions and Choices Considerations

- What is in place now?
- What are influencing factors?
- How will the goal or aim be achieved?
- What are the options? Can it be realistically implemented?
- What should be communicated to the public?

Summary

- Senior and elected officials have a role and responsibilities during an emergency
- Ontario's Incident Management Systems assists with providing a structure for emergency response

Questions?

