



**County Of Lambton  
Emergency Response Plan**

Schedule "A" to By-Law No. 37 of 2019  
Enacted on November 6, 2019



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### Amendments to the Emergency Response Plan Since County Council Approval

(Minor amendments to the Plan are permitted under Part 2 - "Maintenance of the Emergency Response Plan".)



## **Emergency Management Acronyms Used in This Plan**

CAER	Community Awareness / Emergency Response
CECG	County Emergency Control Group
CEMC	Community Emergency Management Coordinator (or County Emergency Management Coordinator in this Plan)
CVECO	Chemical Valley Emergency Coordinating Organization
EIO	Emergency Information Officer
EMS	Emergency Medical Services
EOC	Emergency Operations Centre
ERP	Emergency Response Plan
IC	Incident Commander (responsible for managing the emergency scene).
IMS	Incident Management System (a system of standardized emergency management protocols and concepts for coordination).
MECG	Municipal Emergency Control Group
MyCNN	My Community Notification Network (local public alerting and notification system)
OFMEM	Office of the Fire Marshal and Emergency Management
PEOC	Provincial Emergency Operations Centre

## **Additional Emergency Management Acronyms**

ARES	Amateur Radio Emergency Service
CACC	Central Ambulance Communications Centre (located in Wallaceburg - dispatches all but one municipal volunteer fire department and all land ambulances in Lambton County)
CBRNE	Chemical / Biological / Radioactive / Nuclear / Explosive (i.e. CBRNE Response Team)
CERV	Community Emergency Response Volunteers
ERT	OPP Emergency Response Team
HAZMAT	Hazardous Material (i.e. HAZMAT Response Team or HAZMAT incident)
HUSAR	Heavy Urban Search And Rescue
MSDS	Material Safety Data Sheet (information about hazards, health effects, etc. of substances)
SAR	Search And Rescue
UCRT	OPP USAR / CBRNE Response Team
USAR	Urban Search and Rescue





# The County of Lambton Emergency Response Plan

## Part 1

### Introduction

#### **Emergency Management in Ontario**

As the coordinator of emergency management programs in the Province, the Office of the Fire Marshal and Emergency Management (OFMEM) refers to emergency management as a partnership between stakeholders. From residents, to response organizations, to governments, everyone has a role to fulfill in emergency management.

**Residents:** Public safety begins at home. Every resident is ultimately responsible for their own safety, preparedness and well-being. Those with dependents are also responsible for their families. Major disasters have shown that entire neighbourhoods can be temporarily isolated from local emergency services and utilities. Residents should therefore develop home emergency plans and be prepared to be self-sufficient, in their homes, for at least 72 hours.

**Municipalities:** To protect its residents, and private and public property, each municipality must develop and implement an emergency management program tailored to local hazards and resources. It is the responsibility of all levels of local government to complete the mandatory annual program requirements outlined in the Emergency Management and Civil Protection Act.

**Provincial Government:** The OFMEM ensures that all municipalities and Provincial Ministries develop and implement emergency management programs. Additionally, the Provincial Emergency Operations Centre (PEOC) is available to provide advice and assistance to municipalities facing actual or impending emergencies. The PEOC has the ability to deploy OFMEM Field Officers to impacted communities and access information, expertise and resources from each of Ontario's provincial ministries, neighbouring Provinces and States, and the federal government.

**Federal Government:** If an emergency requires support or resources beyond what a municipality or the Province can provide, the Province can formally request assistance from the Federal Government. The Federal Government only intervenes when requested to do so by Provincial emergency management organizations, or when an emergency clearly impacts areas of federal jurisdiction. Statutorily, only the Province of Ontario may request Federal assistance - municipalities may not directly request Federal assistance.

## **Training and Exercises**

As required under the Emergency Management and Civil Protection Act, the County will conduct annual exercises to test its Emergency Response Plan, and provide training to employees and stakeholders to ensure their readiness in the event of an emergency. In addition, the County will participate with local municipalities in conducting their own emergency exercises and simulations when requested.

## **Community Risk Profile and Public Education**

Emergencies are caused by hazards - conditions that have the potential to cause harm or loss. In basic terms, a hazard becomes a risk to a community if it produces adverse consequences to residents, and public and private property.

Municipalities in Ontario must identify local hazards, and inform residents about those hazards and their inherent risks.

The County has identified a number of potential hazards that could impact local residents and property. Hazard identification is based on the probability of an event occurring, and the consequences of that event occurring. Common hazards include severe weather, critical infrastructure failure, and transportation and chemical incidents. The County's emergency management public education program is based on the identified hazards, and provides specific information to residents about how they can prepare for emergencies, and how to respond if an emergency occurs.

## **Local Emergency Management Activities**

The County recognizes the importance of developing relationships and working with local and neighbouring municipalities, including municipalities in Michigan, senior government ministries and other emergency response organizations. The County recognizes the value in participating in organizations involved in emergency management and response such as the Chemical Valley Emergency Coordinating Organization (CVECO) and Community Awareness / Emergency Response (CAER).

The County will provide representation on local emergency management and response organizations as deemed appropriate.

## **County of Lambton Emergency Management**

### **Overview**

The initial role of the County in emergency management was detailed in the Final Report of the Sarnia/Clearwater/Lambton Implementation Committee to the Minister of Municipal Affairs, dated May 3, 1990. The report states:

*"The primary responsibility for emergency planning and emergency response will remain at the local level and the County will prepare a County Emergency Plan which will set out basic standards and procedures which should be included in local emergency plans. The County will serve to coordinate and integrate local plans and will encourage lower tier municipalities to adopt an emergency plan.*

*The County will also prepare an operational plan for the County of Lambton which will set out how the various departments of the County will fit into local emergency plans, with available resources.*

*There should be a continuation of County support of existing emergency coordination agencies such as CVECO and CAER."*

This Emergency Response Plan has been prepared under Section 3.(1) of the Emergency Management and Civil Protection Act, R.S.O. 1990, Chapter E.9. and replaces the previous Emergency Response Plan adopted by County Council on November 26, 2014.

### **The County of Lambton Emergency Response Plan**

The County of Lambton Emergency Response Plan was developed in accordance with the Emergency Management and Civil Protection Act and sets out how the County, as a municipality identified in Act, will respond in the event of an emergency and describes its relationship to local municipalities during emergencies.

As required by legislation, copies of this Emergency Response Plan are available to the public, upon request.

### **Format of the Emergency Response Plan**

The County of Lambton Emergency Response Plan generally follows the format recommended by the OFMEM.

## **Maintenance of the Emergency Response Plan**

As required under the Emergency Management and Civil Protection Act, this Plan will be reviewed on a yearly basis. Any major revisions to the Plan will be circulated to local municipalities and stakeholders for review and comments prior to approval. Once updated, approved Plans will be forwarded to the local Community Emergency Management Coordinators.

This Emergency Response Plan may be amended to reflect minor changes in names or titles, or to make other administrative adjustments without the need for a replacement by-law. Such changes will be noted in a list of amendments attached to the Plan.

## **Local Emergency Management Programs**

The County of Lambton (the "County") recognizes and agrees with the concept of emergency management authority being vested with local municipalities. Every municipality in the County has developed an Emergency Management Program that includes an Emergency Response Plan.

## **Local Emergency Response Plans**

The Emergency Management and Civil Protection Act states that local emergency response plans must be consistent with the upper-tier plan in a two-tier system. The County of Lambton is specifically named in the Act as an upper-tier municipality for the purposes of the Act. Therefore, local emergency response plans are to be consistent with the County Plan where there is reference to County services and responsibilities.

Local municipalities are encouraged to circulate draft Plans to the County Emergency Management Coordinator so they may be reviewed for consistency with the County Emergency Response Plan. Once approved by municipal council, Plans should be forwarded to the County.

## **Coordination of Emergency Shelters**

In the County, the coordination of emergency shelters is the responsibility of each municipality. Municipalities have options in fulfilling this responsibility such as utilizing municipal staff or entering into agreements with service local clubs or relief agencies.

Municipalities are required to inform the County Emergency Management Coordinator (CEMC) of arrangements that have been made.

The County Social Services Division has a role to provide emergency financial assistance to residents affected by a disaster. Therefore, municipalities may request that Social Services attend their emergency shelters to establish temporary, on-site offices to process applications for emergency financial assistance.

## **County Representation on Municipal Emergency Control Groups**

Local Emergency Response Plans often include representatives from County departments acting in various capacities in support of Municipal Emergency Control Groups (MECG). Depending on the nature of the emergency, such as when County resources are being employed in the emergency response, it could be beneficial to have County representation at a municipal Emergency Operations Centre (EOC). Therefore, municipalities may request that County representatives, if available, attend their EOC.

The County may also be able to provide support personnel (i.e. County Emergency Management Coordinator, Emergency Information Officer, scribes, etc.) to assist at local EOCs, under the direction of the affected municipality.

Such requests to the County may be made at any time during an emergency, and the municipality retains full control and coordination of local response activities.



## Part 3

### **County Of Lambton Emergency Response Plan**

November 6, 2019

This Emergency Response Plan prescribes how County personnel and other stakeholders will respond to an incident or emergency that impacts or threatens the public, property or the continuity of essential services. The Plan also provides authority for the County to lend available resources to local municipalities. The local municipality need not have declared an emergency in order to request and receive assistance from the County, nor does the municipality give up authority when receiving assistance. The County may also request assistance from the Province of Ontario, without loss of control or authority.

The following are just a few of the important measures enabled under the legislation and developed more fully in this Plan:

- Making financial expenditures in preparation for, or responding to an incident or emergency.
- Authorizing County personnel to take appropriate action before a formal declaration of an emergency is made.
- Designating County personnel and Councillors (and alternates) to exercise powers and perform duties as members of the County Emergency Control Group.
- Designating persons to be responsible for reviewing the Emergency Response Plan, and for training personnel and stakeholders about their roles during an incident or emergency.
- Implementing the County of Lambton Emergency Response Plan before, during or following an incident or emergency.
- Obtaining and distributing materials, equipment and supplies during a declared emergency.
- Providing and requesting assistance to and from local municipalities during an incident or emergency.
- Coordinating with local municipalities during an incident or emergency affecting more than one municipality, and involving the County.
- Integrating local Municipal Emergency Control Groups with the County Emergency Control Group in the event of an incident or emergency involving the County.

- Procedures for municipalities and stakeholders to notify the County and to request assistance.
- Such other matters as are considered necessary or advisable for the implementation of the Emergency Response Plan during an emergency.

## **Emergency Management Legislation**

"The Emergency Management and Civil Protection Act, R.S.O. 1990, Chapter E.9" provides the legislative authority for the passing of the By-law formulating this Emergency Response Plan, which will govern the provision of necessary services in the event of an emergency.

## **Authority to Prepare an Emergency Response Plan**

Under Section 3.(1) of the Emergency Management and Civil Protection Act, "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."

The Emergency Management and Civil Protection Act further states in Section 4.(1) that "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 the property and the health, safety and welfare of the inhabitants of the emergency area."

## **Definitions**

**Incident:** In this Plan, an "**incident**" refers to an event that is outside normal County or municipal operations, but could likely be managed with minimal or no external resources or assistance. The County's Emergency Response Plan may be activated and the County Emergency Control Group (CECG) assembled, but a declaration of emergency under the Emergency Management and Civil Protection Act would not likely be required to respond in this situation.

**Emergency:** Emergency Management and Civil Protection Act, RSO 1990, defines an "**emergency**" as "a situation or an 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".



Depending on the nature or magnitude of the emergency, a coordinated response by a number of agencies may be required. These situations are distinct from the normal, day-to-day operations carried out by the County, municipalities and local emergency response agencies.

## **Aim**

The aim of this Plan is to make provisions for the extraordinary arrangements and measures that may have to be taken to respond to emergencies, or to lend assistance to local and neighbouring municipalities and counties, including those in the U.S. Such assistance may be provided by the County without declaring an emergency, and regardless of whether a declaration of emergency has been made by the requesting municipality.

The Plan provides for and enables a controlled and coordinated County response to emergencies, and meets the legislated requirements of the Emergency Management and Civil Protection Act.

The County of Lambton Emergency Response Plan reflects the approach recommended by OFMEM and incorporates supporting documents as Appendices listed in the table of contents.

## **Actions Taken Prior to a Declaration of Emergency**

When an emergency exists but has not yet been declared to exist, County employees may take such action(s) under this Emergency Response Plan as may be required to protect lives and property in the County.

## **Suspension of the County Procurement Policy**

The County Procurement Policy applies to purchasing goods and services. During an emergency response, equipment, supplies and services could be required immediately, without adequate time to follow the formal Procurement Policy.

Therefore, in order to provide effective and timely emergency response and assistance, this Plan authorizes the suspension of the County's Procurement Policy at the discretion of individual CECG members receiving requests for assistance, and at the discretion of the CECG as a whole, when the Group is assembled.

## **Declaring and Terminating an Emergency**

Under the Emergency Management and Civil Protection Act, the Head of Council of a municipality, the Lieutenant Governor in Council, and the Premier all have the authority to declare an emergency. An emergency declaration may extend to all, or any part of the geographical area under the jurisdiction of the municipality.

The Premier, Head of Council and municipal council all have authority to terminate an emergency declaration.

Therefore, under the Act, the Warden (or their alternate) has the authority to declare and terminate a County emergency. Similarly, the mayors in Lambton County all have authority to declare and terminate local emergencies within their municipalities.

When appropriate, the Warden may declare a state of emergency to exist in the following instances:

- A local municipality requests County assistance.
- More than one municipality is threatened or impacted by a disaster. It should be noted that the County would not automatically declare an emergency in such an event. If local and County resources were not being taxed, or County coordination with external agencies was not required, there may not be need for a County declaration of emergency.
- County resources are overwhelmed in responding to a disaster. If the County declared an emergency in such an event, the declaration would not automatically supersede a local declaration, or mean that the County would assume management of the overall response.

A decision by the Warden to declare (or terminate) a County emergency should be made in consultation with the County Emergency Control Group, affected municipalities and other stakeholders knowledgeable about the situation.

Appendix 3 of this Emergency Response Plan contains a checklist for guidance in declaring an emergency and will be referred to by the County Warden and Emergency Control Group when considering such a decision.

Upon declaring an emergency, the County will notify:

- The Province (through the Provincial Emergency Operations Centre)
- County Council
- Local and neighbouring municipalities
- The public
- Local Members of Provincial Parliament
- Local Members of Parliament

A County emergency may be declared terminated at any time by:

- The Warden or alternate
- County Council
- The Premier of Ontario

Upon terminating an emergency, the County will notify:

- The Province (through the Provincial Emergency Operations Centre)
- County Council
- Local and neighbouring municipalities
- The public
- Local Members of Provincial Parliament
- Local Members of Parliament



## **Providing Assistance During an Emergency**

### **Introduction**

When requested by a local or neighbouring municipality, the County may provide assistance in terms of staff and resources, if able. In the event of a multi-municipal emergency, the acquisition and allocation of outside resources may need to be coordinated to ensure that resources are distributed first to the areas that need them most. The County may therefore be called upon to coordinate the response in collaboration with the impacted municipalities. Under the Emergency Management and Civil Protection Act, the Premier can order municipalities to provide resources and assistance to other jurisdictions, in a declared Provincial emergency.

Many local municipalities list the same agencies to serve with their Municipal Emergency Control Groups (i.e. Lambton Public Health, Social Services, Emergency Medical Services, etc.). In a multi-municipal emergency, it will not likely be possible for these agencies to provide representation at every operational EOC. Therefore, it is expected that these agencies will be represented on the County Emergency Control Group to coordinate their agency's response. The County will in turn liaise with the municipal and Provincial EOCs.

### **Informal County Assistance**

Local municipalities may request assistance from the County when additional personnel or equipment are required to respond to a local incident. Such a response will typically be managed by the municipality, using local resources.

Assistance may be requested from the County by directly contacting any member of the County Emergency Control Group. The level of assistance required will probably be minor and limited to a few personnel or pieces of equipment. The requesting municipality need not have formally declared an emergency to request informal assistance from the County, and it is not likely that the County would need to assemble the Emergency Control Group or declare an emergency to respond.

For example, if a municipality requires barricades or heavy equipment to deal with an incident, the local municipality may contact the General Manager (or alternate) of Infrastructure and Development Services directly, or request assistance through the County Emergency Management Coordinator, who would then make the appropriate contacts to fulfill the request. The General Manager is authorized under this Emergency Response Plan to provide the requested assistance.

The County department lending assistance should ensure that the Warden, County CAO and County Emergency Management Coordinator are informed of the situation.

Although the CECG might not be required to assemble, members might be placed on "standby", if there is potential for the situation to escalate.

### **Formal County Assistance**

When a local municipality declares an emergency, it may request formal assistance from the County through the Warden or any member of the County Emergency Control Group. The municipal request may be for personnel and/or equipment.

Since such a response could involve more than one County Department and unbudgeted expenditures, it might be necessary to activate the County Emergency Response Plan and assemble the CECG to monitor the emergency situation and coordinate the deployment of County staff and resources. The Warden or Emergency Control Group member receiving the request for formal assistance will contact the County Emergency Management Coordinator who will inform the remainder of the CECG.

The Warden would not necessarily need to declare a County emergency unless the County response met the guidelines for declaration set out in Appendix 3 of this Plan.

The County should be notified when a local municipality makes a formal declaration of emergency, even if County assistance is not being sought. Notification may be made through the County Emergency Management Coordinator who will in turn advise the Warden, CAO and other members of the CECG, as appropriate.

### **County Emergency Response**

As stated previously, the County of Lambton recognizes and agrees with the concept of emergency management authority being vested with local municipalities.

There may be situations however, as in the case of an emergency affecting more than one municipality, where the logistics of providing and coordinating response at the local level may evolve to a point where there may be several local Emergency Control Groups, or a large joint Emergency Control Group directing the response.

The largest emergencies would involve direct coordination between the County and the local municipalities in managing the emergency response. This level of response would likely only be enacted in the event of a very large-scale emergency affecting more than one local municipality. This type of emergency would challenge the response capabilities and resources of the individual municipalities, require considerable coordination of resources, and probably require liaison with the Provincial and Federal governments for resources and assistance.

## **County Request for Municipal Assistance**

Local municipalities have significant staff and equipment resources that may be useful during a County-declared emergency. For instance, local municipalities are responsible for managing emergency shelters. In a large-scale County emergency for example, municipalities may be requested to open emergency shelters to accommodate residents from other communities, or travellers in need of lodging.

## **Mutual Assistance During a Crisis or Declared Emergency**

As set out above, local municipalities may request assistance from the County at any time without giving up control of the local response. The County may also request resources and/or assistance from local municipalities, and local municipalities may request assistance from one another.

This section sets out the relationship between any parties requesting assistance and the party(ies) providing assistance. The County is included as a "municipality" in this section.

## **Mutual Assistance - Limitations**

The municipality being requested to provide assistance may at its discretion, provide the requested assistance in its entirety, or any part thereof.

Nothing requires or obligates a municipality to provide assistance. Municipalities shall have the right to refuse to provide assistance at any time and for any reason.

No liability shall arise against a municipality if it fails to provide assistance.

Nothing shall prevent the municipality providing assistance from withdrawing any or all assistance at any time. An attempt should be made to provide reasonable notice, but it is recognized that advance notice may not be possible in all circumstances.

Any existing mutual assistance agreements supersede the provisions of this Part.

## **Supervision Of Personnel Providing Assistance**

The municipality providing assistance will assign its personnel to the municipality requesting assistance. Unless indicated otherwise, the municipality receiving assistance will direct and assign tasks to the responding personnel. The lending municipality shall however, have the right to assign its own supervisory personnel to supervise the work of its own personnel and equipment.

## **Employment Relationship**

Unless agreed to otherwise, the municipality receiving assistance will assume direction over equipment and personnel assigned to it. Notwithstanding the sharing of resources, staff will not be considered employees of the assisted municipality.

## **Indemnity**

The assisted municipality shall indemnify and save harmless the assisting municipality(s) from all claims, costs, actions or other proceedings for providing assistance under this Plan, save and except claims, costs, actions or proceedings arising out of the wilful misconduct, gross negligence or recklessness of the municipality providing assistance.

## **Reimbursement For Providing Assistance**

Any costs incurred in connection with the provision of assistance shall be borne by the municipality providing assistance unless:

- an alternate arrangement is reached prior to the provision of assistance.
- Provincial or Federal funding becomes available to offset costs.

## **Inter-municipal Mutual Assistance**

Local municipalities may reference this Section of the County of Lambton Emergency Response Plan when providing assistance to other municipalities during an incident or declared emergency.



## Part 5

### **Emergency Management Operations**

#### **County Emergency Control Group**

County emergency management operations will be directed by a group of officials referred to as the County Emergency Control Group (CECG). The following County of Lambton positions are members of the CECG:

- Warden
- Chief Administrative Officer (EOC Chair)
- Emergency Management Coordinator
- Manager, Emergency Medical Services Department
- General Manager, Infrastructure & Development Services
- Medical Officer of Health
- General Manager, Public Health Services
- General Manager, Social Services
- Emergency Information Officer

During an incident or emergency it might not be necessary to assemble all Emergency Control Group members listed above, but all members will be notified of any significant events and activations of the EOC.

#### **Additional Representatives**

If deemed necessary, and depending on the nature of the incident, the CECG may be expanded to include additional representatives for their knowledge and expertise. Representatives may be sought from other County departments, local municipalities and external stakeholders, and requested to attend the County EOC.

Given their agencies' respective roles and expertise in local first response efforts, it is anticipated that the following external stakeholders may be requested to attend the EOC to provide advice and expertise to the CECG in many scenarios:

- Ontario Provincial Police - Lambton Detachment
- County Fire Coordinator

The CECG could require support from other County departments during an activation of the EOC and the following County staff or departments may be required to support EOC operations:

- County Clerk/Solicitor
- Financial Administration Services Department
- Procurement and Project Management Department
- Human Resources Department
- Information Technology Department

## **Assembly of the County Emergency Control Group by Members**

Any CECG member who considers that an emergency exists or is impending, may contact and advise the remainder of the CECG to assemble, or contact the County Emergency Management Coordinator to initiate a call-out.

## **Assembly of the County Emergency Control Group by External Stakeholders**

The CECG may be requested to assemble by external emergency response agencies, the Province, stakeholders or local municipalities.

## **Placing the County Emergency Control Group on "Standby"**

As stated previously, an emergency need not be declared before notifying or assembling the CECG. For example, the CECG may be notified in advance of an anticipated or developing event (such as severe weather) and advised to "standby" and be ready report to the EOC.

## **Notifying the County Emergency Control Group**

The CECG (and alternates) will be notified using a prescribed call-out process via telephone, email or other available means as necessary.

If communications are lost following an incident, CECG members will automatically report to the primary EOC, if it is safe to do so, in order to assess the situation and determine the degree of involvement required by the County to respond.

## **The Emergency Operations Centre**

The County Emergency Operations Centre is where the Emergency Control Group meets to manage and coordinate the County's response to an emergency. An emergency need not be declared for the CECG to assemble, or for the EOC to be activated.

Access to the EOC should be limited to members of the CECG and EOC staff. The EOC Chair should confirm with the CEMC that any necessary security arrangements are in place when the EOC is activated.

In the event that the County EOC or a back-up facility cannot be used, arrangements will be made to use a municipal EOC that is not impacted by the emergency or being used in the response.

## **Operations Cycle**

It is important that members of the CECG meet regularly, even while dealing with their individual responsibilities. This is best accomplished by establishing an Operations Cycle that sets a schedule for various activities that need to be carried out between meetings.

Regular meetings of the CECG might take place hourly during the early stages of an emergency and then less frequently (perhaps once or twice a day) in an on-going emergency. Meetings serve a number of important purposes, such as updating members of the CECG about the incident and response, and discussing what has been accomplished since the previous meeting.

The Chief Administrative Officer will act as the EOC Chair and will be responsible for coordinating the Operations Cycle.

The purpose of the Operations Cycle is to:

- Assess the situation - determine what has happened and what is required.
- Establish priorities.
- Set clear objectives and timeframes.
- Develop an action plan for the CECG.
- Set timelines for the implementation of assigned tasks.
- Ensure decisions are acted upon and objectives are met.

When the meeting ends, each member of the Emergency Control Group carries out their assigned tasks and objectives and gathers information for the next scheduled meeting.

In order to preserve a record of CECG actions and decisions, individual and group logs must be kept. Information relevant to the entire CECG will be shared on a key events board in the EOC.

EOC Scribes will take minutes for every meeting of the CECG. Notes will be developed into reports for each meeting.

## **Emergency Information**

The management of information is an essential part of emergency operations that includes gathering and disseminating official information and instructions to the public and other stakeholders during an emergency, primarily through news media, social media, notification systems and official websites. In addition to providing the most current information, it may be necessary to provide advice about actions to be taken by residents to ensure their safety and to protect property. Providing timely, accurate information counteracts the spread of rumors and incorrect information, which can hinder emergency response efforts and endanger the public.



## Part 6

### **County Emergency Control Group Members' Roles and Responsibilities**

The County Emergency Control Group is responsible for managing the County response to an emergency and for arranging assistance to any requesting municipalities.

The CECG is also responsible for contingency planning, continuity of County operations and services, providing information to the public and supporting the emergency scene. The CECG does not direct activities at the emergency scene.

The specific responsibilities of certain CECG members are provided in the following sections, but in general, the County Emergency Control Group will:

- Determine if the location of the EOC and composition of the CECG are appropriate.
- Advise the Warden whether an emergency should be declared.
- Activate the County Emergency Response Plan, if required.
- Notify the Province of declared or impending emergencies.
- Ensure that an Incident Commander is appointed at the emergency scene.
- Provide support to the Incident Commander and responders at the emergency scene by obtaining any requested personnel, equipment and resources.
- Direct County resources.
- Ensure that critical County operations are maintained or quickly restored.
- Ensure alternates are kept apprised of the situation, and for emergencies that continue over a long period of time, ensure that replacements are briefed at the beginning of every shift.
- Ensure that pertinent information regarding the emergency is quickly disseminated to the media, local municipalities, stakeholders and the public.
- Authorize expenditures to deal with the emergency.
- Work with service providers to restore utilities and services.
- Liaise with other municipalities and levels of government.
- Recommend the termination of the declaration of emergency, when appropriate.
- Develop and implement a recovery strategy.
- Maintain individual logs outlining all decisions made and actions taken.
- Participate in post-emergency debriefings.

### **Individual Responsibilities of Emergency Control Group Members**

This section outlines specific responsibilities of individual CECG members and their designated alternates. Personnel filling the role of an alternate should have authority to act and make decisions in the absence of the primary CECG member.

**The Warden will:**

- Work with the CECG to make decisions and provide overall leadership in responding to an emergency.
- Declare an emergency within the designated area(s).
- Terminate an emergency declaration when appropriate.
- Request assistance from senior levels of government, if required.
- Ensure that County Council is advised of the declaration and termination of an emergency, and is kept informed of the situation.
- Liaise with member municipalities and in particular, those involved in the emergency.
- In consultation with the EOC Chair, approve major announcements and media releases prepared by the Emergency Information Officer (EIO).
- Act as spokesperson for the County and the County Emergency Control Group.

**The Chief Administrative Officer (EOC Chair) will:**

- Provide the CECG with information and advice on County policies and procedures.
- Chair meetings of the CECG.
- Coordinate operations within the EOC, including the scheduling of regular meetings.
- Ensure there is a record of decisions made and actions taken during the emergency.
- With the Warden, approve major announcements and media releases prepared by the Emergency Information Officer.
- Ensure that arrangements have been made to handle public enquiries.
- Enlist additional staff to provide assistance, as required.
- Ensure that all prescribed parties have been notified once the County emergency has been terminated.

**The Emergency Management Coordinator will:**

- Provide the CECG with information and advice on matters relating to the County Emergency Response Plan and emergency management practices in general.
- Serve as the primary County contact for the OFMEM and the PEOC.
- Activate and setup the EOC.
- Ensure that security and safety protocols are in place for the EOC.
- Ensure that a communication link is established between the CECG and the Incident Commander (IC).
- Supervise the Telecommunications Coordinator.
- Ensure that all members of the CECG have the necessary plans, resources, supplies, maps and equipment.
- Ensure that the Province is notified of any declaration and termination of emergency.
- Liaise with local CEMCs and community support agencies, as required.
- Ensure that the operating cycle is met by the CECG and related documentation is maintained and kept for future reference.
- Manage the EOC records and logs for debriefings and post-emergency reporting.

**The Manager, Emergency Medical Services Department will:**

- Provide the CECG with information and advice on matters relating to Emergency Medical Services.
- Coordinate with the Wallaceburg Central Ambulance and Communications Centre and the EMS Site Coordinator to provide for an emergency medical response at the emergency site and to provide for patient transport from the scene.
- Establish an ongoing communications link with senior EMS personnel on scene and other health care agencies to provide adequate resources and personnel to the emergency site as required.

**The General Manager, Infrastructure & Development Services will:**

- Provide the CECG with information and advice on County Public Works operations.
- Establish an ongoing communications link with the senior Public Works official at the emergency scene.
- Liaise with the Public Works departments from the affected and neighbouring municipalities to ensure a coordinated response.
- Obtain required resources from municipalities, private contractors, etc.
- Provide for the repair and maintenance of County infrastructure.
- Liaise with public utilities to disconnect any services that represent a hazard, and arrange for the provision of alternate services.
- Provide staff, vehicles and equipment as required by responding emergency services.
- Make recommendations and restrict access to any unsafe County structures.
- Liaise with County and local building officials regarding unsafe buildings and structures.
- Re-establish critical services as quickly as possible to facilitate recovery operations.

**The Medical Officer of Health will:**

- Provide the CECG with information and advice on matters relating to public health.
- Liaise with the Ontario Ministry of Health and Long Term Care, local health care service providers and other public and private agencies, local municipalities and senior levels of government.
- Assess potential risks to public health and provide authoritative instructions to the public concerning health matters.
- Coordinate the local response to disease-related emergencies or anticipated emergencies such as epidemics, in accordance with Ministry of Health and Long Term Care policies.
- Coordinate efforts to prevent and control the spread of disease during an emergency such as arranging mass immunizations when needed.
- Monitor and assess matters relating to public health at local emergency shelters and ensure potential concerns are addressed.

- Work with senior staff of the Public Health Services Division to obtain additional resources such as finances, supplies, equipment and/or staff, to respond to a public health emergency.

**The General Manager, Public Health Services will:**

- Provide the CECG with information and advice on matters relating to services provided by Lambton Public Health.
- Liaise with the Warden, County Council, local municipalities, stakeholders and County staff during public health emergencies.
- Represent the Medical Officer of Health (MOH) at the County EOC when the MOH is not available.
- Coordinate the response of Lambton Public Health and allocate resources in consultation with the MOH.
- Work with the MOH to obtain additional resources such as finances, supplies, equipment and/or staff, to respond to public health emergencies.
- Liaise with local emergency shelter managers on matters relating to public health (i.e. safe food preparation, storage and handling) in emergency shelters.

**The General Manager, Social Services will:**

- Provide the CECG with information and advice on matters relating to the services provided by the Social Services Division.
- Arrange and coordinate the provision of emergency financial assistance to displaced and affected residents.
- Provide staff at local emergency shelters to process applications for temporary financial assistance.
- Coordinate the distribution of any financial aid received from senior levels of government, if required.

**The Emergency Information Officer will:**

- Report to EOC Chair and provide the CECG with information and advice on matters relating to media communications.
- Develop media releases in consultation with members of the CECG, to be approved by the Warden and the EOC Chair.
- Ensure that information released by the County to the media and the public is timely and accurate.
- Ensure that an Emergency Information Centre is established, and assist with establishing an Onsite Emergency Information Centre, if requested.
- Disseminate media releases to the Emergency Information Centres, all operational EOCs and other key stakeholders handling inquiries from the media and the public.
- Monitor media reports and social media and ensure that erroneous information is corrected and reported to the CECG.



## **Emergency Operations Centre Support and Advisory Staff**

A key function of the EOC is information management. Personal logs, meeting notes and other forms of record keeping are crucial during an emergency response and recovery. Therefore, administrative and technical assistance might be required to support the Emergency Control Group in the EOC.

Scribes may be utilized to help ensure that accurate meeting minutes are taken and other records are kept organized.

Recordkeeping, communications and other EOC functions are highly dependent on computers and other electronic equipment and systems. Therefore, during an emergency, Information Technology staff will be on standby to provide technical assistance within the EOC.

In addition to support staff, the Emergency Control Group may need special advisors from first response agencies, other County departments, local municipalities, Provincial and/or Federal agencies and representatives from business, industry and non-government organizations.

The following representatives from first response agencies will likely be requested to provide support and advice to the Emergency Control Group.

### **The County Fire Coordinator will:**

- Provide the CECG with information and advice on firefighting and rescue matters.
- Establish an ongoing communications link with the senior fire official at the scene of the emergency.
- Inform the Mutual Aid Fire Coordinators and/or initiating mutual aid arrangements for the provision of additional firefighters and equipment, if needed.
- Liaise with the municipal fire departments involved in the emergency response and arrange for Provincial resources, if required.
- Provide assistance to other community departments and agencies and contribute to non-firefighting operations if necessary.

### **The Ontario Provincial Police - Lambton Detachment will:**

- Provide the CECG with information and advice on law enforcement matters.
- Establish a site command post with communications to the EOC, as required.
- Establish an ongoing communications link with the senior police official at the scene of the emergency.
- Ensure the protection of life and property and the provision of law and order within the emergency area.
- Arrange for additional police assistance and liaise with other community, provincial and federal police agencies, if required.
- Provide assistance with media relations, if required.

The following County personnel and departments may be required to provide support and advice to the Emergency Control Group and possibly sit as a member of the Emergency Control Group, depending on the nature of the emergency:

The following County personnel and departments may be required to provide support and advice to the Emergency Control Group:

**The County Solicitor / Clerk will:**

- Provide the CECG with information and advice on matters of a legal nature, relating to the actions of the County in response to the emergency.
- Advise the Warden and CECG on County policies and procedures.

**The Financial Administration Services Department will:**

- Provide the CECG with information and advice on financial matters relating to the emergency.
- Liaise with the finance departments of local municipalities involved in the response.
- Assemble and maintain a record of County expenses related to the emergency.
- Ensure the prompt payment and settlement of all legitimate invoices and claims incurred during an emergency.
- As directed by County Council, seek financial assistance from senior levels of government.

**The Procurement and Project Management Department will:**

- Provide or obtain required services, equipment and supplies.
- Liaise with purchasing agents of neighbouring municipalities, if necessary.
- Maintain a list of vendors who may be required to provide supplies and equipment.

**The Human Resources Department will:**

- Provide the CECG with information and advice on matters relating to collective agreements and staff agreements, and worker health and safety.

**The Information Technology Department will:**

- Provide technical assistance and support in the EOC and County facilities during an emergency.
- Liaise with service providers to ensure that the EOC and County facilities have the required telecommunication and internet services.

## **Other Agencies**

In an emergency, many agencies may be required to work together and with the County. Such agencies might include the OFMEM, local industry, utility companies, volunteer groups, conservation authorities and Provincial ministries. Representatives from these agencies could be asked to sit as a member of the CECG, or participate in meetings of the CECG via teleconference, web conference, etc.

## Appendices

The following Appendices are included in this Plan for information purposes only and do not form part of the County of Lambton Emergency Response Plan, approved as Schedule "A" under By-Law 37 of 2019.

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## **Appendix 1**

### **Emergency Management in Ontario**

"Emergency management" is defined as comprehensive programs and activities implemented to deal with actual or potential disasters. It is based on a risk management approach and includes activities in five disciplines.

#### **The Five Components of Emergency Management:**

**Prevention** refers to actions taken to prevent the disaster from occurring.

**Mitigation** refers to actions taken to reduce or eliminate the effects of a disaster.

Both Prevention and Mitigation measures can greatly lessen the need for response and recovery activities for certain emergencies. Prevention and Mitigation measures are broadly classified as either structural or non-structural, and include capital improvements, regulations, building codes and public education programs.

**Preparedness** refers to measures taken prior to the crisis or disaster to ensure an effective response. Preparedness measures include plans, training, exercises, public education, alerting and notification systems, procedures, organization, infrastructure, standards, etc.

**Response** refers to measures taken to respond to crisis or disaster. The aim of these measures is to ensure that a controlled, coordinated, and effective response is quickly undertaken at the outset of the emergency to minimize impacts on public safety.

**Recovery** refers to those measures taken to recover from crisis or disaster. The aim of these measures is to assist individuals, businesses and communities to return to a state of normalcy. Recovery measures include environmental clean-up, return of evacuees, emergency financial assistance, critical incident stress counseling, etc.

## **Appendix 2**

### **County of Lambton Risk Profile**

#### **Introduction**

Provincial Regulation requires that every municipality establish and maintain a local Emergency Management Program, which includes developing a "Community Risk Profile". Lambton's Emergency Management Program Committee conducted a detailed "Hazard Identification / Risk Analysis" (HIRA) to create a County Risk Profile.

#### **Identifying the Risks**

The HIRA process considers the likelihood of an incident occurring and the consequences if it occurs. If an incident occurs frequently, but has little consequences, that hazard would not likely receive a high rating. Conversely, if a particular incident has never occurred, or occurs very infrequently, it might not receive a high rating, even though it could have significant consequences (i.e. meteor strike).

An example of a hazard in Ontario with relatively high frequency and potentially significant consequences is tornadoes. Ontario experiences an average of 13 tornadoes each year. Some of those tornadoes have rated F-4 (under the previous rating system). Therefore, many Ontario communities (Lambton County included) have identified tornadoes as a hazard of significant risk.

Communities use their HIRA results to focus emergency planning efforts, such as developing hazard-specific response plans and public education programs.

#### **Risk Profile**

Below are the hazards listed in the County's HIRA. These hazards are not necessarily listed in order of importance, likelihood or consequence.

- Agriculture and Food Emergencies
- Critical Infrastructure Failure
- Cyber Attack
- Energy Emergencies
- Erosion
- Hazardous Materials - Fixed Site
- Hazardous Materials - Transportation Incident
- Infectious Disease
- Pipeline
- Severe Winter Weather
- Terrorism and Sabotage
- Tornadoes/Severe Summer Weather/Significant Rainfall Events
- Water Quality

## **Emergency Management Public Education Program**

The County's Emergency Management Public Education Program is based on the developed Risk Profile. Information about local hazards and home preparedness are focused on those risks identified in the evaluation process.

## **Protection of Sensitive Information**

The Emergency Management and Civil Protection Act specifically outlines provisions for the protection of information, which if disclosed, "could reasonably be expected to prejudice the defence of Canada or of any foreign state allied or associated with Canada or be injurious to the detection, prevention, or suppression of espionage, sabotage or terrorism" (Section 2.1(4)(b), Emergency Management and Civil Protection Act). These provisions are specifically aimed at protecting records related to municipal hazards and risk assessments and identified critical infrastructure.

All information collected or used to create a Community Risk Profile is protected under the provisions of the Emergency Management and Civil Protection Act, which subjects information requests to the Freedom of Information and Protection of Privacy Act and requires closed Council discussions as provided for under the Municipal Act.

## **Appendix 3**

### **Guidelines for the Declaration and Termination of an Emergency**

#### **Introduction**

The attached "Checklist in Consideration of a Declaration of Emergency" is provided to municipalities by the OFMEM to offer general guidance to the Head of Council and the Emergency Control Group in making a decision whether or not to declare an emergency under the Emergency Management and Civil Protection Act.

Every incident must be evaluated separately as there are no strict rules for when to declare an emergency, but there are situations when a declaration would not only be in the best interest of the community and the responders, but the municipality itself, from a liability standpoint. The headings and bullets under each can, at the very least, be used to facilitate discussion when considering declaring an emergency.

#### **Declaration of Emergency**

The Province must be advised of all declarations of emergency through the Provincial Emergency Operations Centre.

There are no repercussions for declaring an emergency when the Head of Council and Emergency Control Group are truly of the opinion that a declaration is the appropriate action. An emergency may even be declared to take actions in preparation for a forecasted event (i.e. flooding). If the event does not occur, the emergency can be quickly terminated. An emergency declaration is a significant action, but there should be no hesitation to declare, if the situation warrants.

#### **Multi-municipal Emergencies**

The County of Lambton has authority to declare an emergency when multiple local municipalities have been impacted by an incident or emergency, and the County is involved in coordinating the response. Municipalities within the impacted area may also declare emergencies in recognition of local response activities - the declaration of a County emergency does not supersede any local declarations. Municipalities retain authority to manage the local response to the incident.

#### **Termination of Emergency**

There are no set guidelines for terminating an emergency, but if the impacts of the emergency, and the reasons for the declaration have been resolved, there may be justification for terminating the emergency. There should be no pressure felt by the Head of Council and Emergency Control Group to terminate an emergency until they are satisfied it is appropriate to do so.



Recovery activities should be completed to the point of making the disaster scene safe, and ensuring that all municipal assets are operational, long-term accommodations arranged (i.e. emergency shelters closed) and all community volunteers have been discharged. Activities such as repairing or rebuilding damaged and destroyed buildings and structures, will be on-going, but the emergency response and recovery should be ended.

A declaration of emergency may give the municipality the authority to restore essential infrastructure to their pre-disaster condition without obtaining approvals under applicable legislation. Therefore, the declaration should not be lifted until such works are substantially completed and operational.

In addition to the Head of Council, the Emergency Management and Civil Protection Act gives the Premier and the municipal council authority to terminate an emergency.

The Provincial Emergency Operations Centre must be notified that a declaration of emergency has been terminated, although it is likely that the PEOC will have been apprised of the local situation prior to the decision to terminate, either by the OFMEM Field Officer or through participation in teleconferences.

## **Checklist in Consideration of a Declaration of Emergency**

(Provided by the Office of the Fire Marshal and Emergency Management (OFMEM))

Note: All references in this document refer to the Emergency Management and Civil Protection Act, R.S.O. 1990, Chapter E.9, as amended 2006.

*\* This checklist is for use by municipal Heads of Council considering the declaration of an emergency within their municipality. This checklist is not intended to provide any sort of legal advice – it is merely a reference tool.*

Under the Emergency Management and Civil Protection Act, only the head of council of a municipality (or their designate) and the Lieutenant Governor in Council or the Premier have the authority to declare an emergency. The Premier, the head of council, as well as a municipal council, have the authority to terminate an emergency declaration (Sections 4 (1), (2), (4)).

An emergency declaration may extend to all, or any part of the geographical area under the jurisdiction of the municipality (Section 4 (1)).

If the decision is made to declare an emergency, the municipality must notify the Province as soon as possible (Section 4 (3)). Although a verbal declaration of emergency is permitted, all declarations should ultimately be made in writing to ensure proper documentation is maintained. Written declarations should be made on municipal letterhead, using the template provided by the OFMEM.

When considering whether to declare an emergency, a positive response to one or more of the following criteria may indicate that a situation, whether actual or anticipated, warrants the declaration of an emergency:

### **General and Government:**

Is the situation an extraordinary event requiring extraordinary measures?

Section 4 (1) permits a head of council to "take such action and make such orders as he or she considers necessary and are not contrary to law" during an emergency.

Does the situation pose a danger of major proportions to life or property?

An emergency is defined under the Emergency Management and Civil Protection Act as "a situation, or an 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" (Section 1, definition of an emergency).

Does the situation pose a threat to the provision of essential services (e.g., energy, potable water, sewage treatment/containment, supply of goods or medical care)?

Some situations may require extraordinary measures be taken or expenditures be made to maintain or restore essential services. A declaration of emergency may allow a head of council to expend funds outside of his or her spending resolutions and/or the regular approval process of the municipality.

Does the situation threaten social order and the ability to govern?

Whether due to a loss of infrastructure or social unrest (e.g., a riot), a crisis situation has the potential to threaten a council's ability to govern. In such cases, extraordinary measures may need to be taken. Section 4 (1) provides for extraordinary measures, not contrary to law. Section 55 (1) of the *Police Services Act* provides for the creation of special policing arrangements during an emergency.

Is the event attracting significant media and/or public interest?

Experience demonstrates that the media and public often view the declaration of an emergency as a decisive action toward addressing a crisis. It must be made clear that an "emergency" is a legal declaration and does not indicate that the municipality has lost control. An emergency declaration provides an opportunity to highlight action being taken under your municipal emergency response plan.

Has there been a declaration of emergency by another level of government?

A declaration of emergency on the part of another level of government (e.g., lower-tier, upper-tier, provincial, federal) may indicate that you should declare an emergency within your municipality. For example, in the event of a widespread disaster affecting numerous lower-tier municipalities within a county, the county will likely need to enact its emergency response plan and should strongly consider the declaration of an emergency. In some cases, however, a declaration of emergency by a higher level of government may provide sufficient authorities to the lower-tier communities involved (e.g., municipalities operating under the authority of a provincial or federal declaration).

#### **Legal:**

Might legal action be taken against municipal employees or councillors related to their actions during the current crisis?

Section 11 (1) states that "no action or other proceeding lies or shall be instituted against a member of council, an employee of a municipality, an employee of a local services board, an employee of a district social services administration board, a minister of the Crown, a Crown employee or any other individual acting pursuant to this *Act* or an order made under this *Act* for any act done in good faith in the exercise or performance or the intended exercise or performance of any power or duty under this *Act* or an order under this *Act* or for neglect or default in the good faith exercise or performance of such a power or duty." Section 11 (3), however, states "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..."

- Are volunteers assisting?

The Workplace Safety and Insurance Act provides that persons who assist in connection with a declared emergency are considered "workers" under the Act and are eligible for benefits if they become injured or ill as a result of the assistance they are providing. This is in addition to workers already covered by the Act.

**Operational:**

- Does the situation require a response that exceeds, or threatens to exceed the capabilities of the municipality for either resources or deployment of personnel?

Section 4 (1) permits the head of council to "take such action and make such orders as he or she considers necessary and are not contrary to law to implement the emergency plan." Section 13 (3) empowers a municipal council to "make an agreement with the council of any other municipality or with any person for the provision of any personnel, service, equipment or material during an emergency."

- Does the situation create sufficient strain on the municipal response capability that areas within the municipality may be impacted by a lack of services, thereby further endangering life and property outside areas directly affected by the current crisis?

Some situations may require the creation of special response agreements between the municipality and other jurisdictions, private industry, non-government organizations, etc. Section 13 (3) states that the "council of a municipality may make an agreement with the council of any other municipality or with any person for the provision of personnel, service, equipment or material during an emergency."

- Is it a consideration that the municipal response may be of such duration that additional personnel and resources may be required to maintain the continuity of operations?

In the event of a large-scale crisis, such as an epidemic or prolonged natural disaster, municipal resources may not be able to sustain an increased operational tempo for more than a few days. This is particularly true if emergency workers are injured or become ill as a result of the crisis. In such a case, the municipality may need to utilize outside emergency response personnel. Section 13 (3) provides for mutual assistance agreements between municipalities.

- Does, or might, the situation require provincial support or resources?

Provincial response (e.g., air quality monitoring, scientific advice, airlift capabilities, material resources, etc.) may involve numerous ministries and personnel. Activation of

the municipal emergency response plan, including the opening of the Emergency Operations Centre and meeting of the Emergency Control Group, can greatly facilitate multi-agency and multi-government response.

- Does, or might, the situation require assistance from the federal government (e.g., military equipment)?

Section 13 (2) authorizes the Solicitor General, with the approval of the Lieutenant Governor in Council, to make agreements with the federal government. In Canada, federal emergency assistance is accessed through, and coordinated by, the Province. The declaration of an emergency may assist a municipality in obtaining federal assistance.

- Does the situation involve a structural collapse?

Structural collapses involving the entrapment of persons may require the deployment of one or more Heavy Urban Search and Rescue (HUSAR) teams. Ontario has a HUSAR team. This team is specially equipped and trained to rescue persons trapped as a result of a structural collapse. Any municipality in the Province can request a HUSAR deployment to a declared emergency. Requests for HUSAR resources should be made through your local mutual aid fire coordinator. Approval for the dispatch of the HUSAR team comes from the Commissioner of Emergency Management.

- Is the situation a large-scale or complex chemical, biological, radiological, or nuclear (CBRN) incident?

Response to CBRN incidents requires specialized resources and training. Ontario has three CBRN teams to respond to incidents throughout the Province. CBRN teams are only dispatched to declared emergencies. Requests for a CBRN deployment should be made through your local mutual aid fire coordinator. Approval for the dispatch of CBRN teams comes from the Commissioner of Emergency Management.

- Does the situation require, or have the potential to require the evacuation and/or shelter of people or animals (livestock) from your municipality?

Evacuee and reception centres often use volunteers as staff. As noted above, the declaration of an emergency enacts certain parts of the *Workplace Insurance and Safety Act* related to volunteer workers. Secondly, an evacuation or sheltering of citizens has the potential to generate issues pertaining to liability. Section 11 of the Emergency Management and Civil Protection Act may provide municipal councillors and employees with certain protections against personal liability.

- Will your municipality be receiving evacuees from another community?

The issues discussed in the previous bullet may apply equally to municipalities accepting evacuees.

## **Economic and Financial:**

- Does the situation pose a large-scale disruption to routine patterns of transportation, or re-routing of large numbers of people and vehicles?

The rerouting of people and vehicles poses a potential liability risk. Keeping persons from their homes and delaying commercial traffic are both sensitive issues. Section 11 of the *Act* may provide certain protection from liability. Section 4 (1) allows for extraordinary measures to be taken, providing they are not contrary to law.

- Is an event likely to have a long term negative impact on a community's economic viability/sustainability, including resulting unemployment, lack of available banking services and restorative measures necessary to re-establish commercial activity?

The declaration of an emergency may facilitate the ability of the municipality to respond to economic losses.

- Is it possible that a specific person, corporation, or other party has caused the situation?

Section 12 states that "where money is expended or cost is incurred by a municipality or the Crown in the implementation of an emergency plan or in connection with an emergency, the municipality or the Crown, as the case may be, has a right of action against any person who caused the emergency for the recovery of such money or cost..."

## **Appendix 4**

### **Provincial Emergency Response Resources**

#### **Introduction**

The Government of Ontario, through a variety of partnerships and agreements, maintains a significant response capacity in support of the Province's communities. The Province can also access Federal resources such as military personnel and equipment on behalf of municipalities.

Communities requiring assistance can contact the Provincial Emergency Operations Centre (PEOC) at any time for advice related to managing emergencies and to request the resources listed below.

#### **Emergency Medical Assistance Team (EMAT)**

The Emergency Medical Assistance Team (EMAT) was established to help safeguard the healthcare system from health emergencies, mass casualties and infectious diseases outbreaks.

The EMAT is a 56-bed mobile field unit that can be deployed by the Ministry of Health and Long Term Care to any place in Ontario with road access and a large building to house the unit (i.e. arena).

Deployment is based on an established set of criteria, including when a local health facility (such as a hospital) does not have the capacity to respond to a health emergency.

The EMAT is the first mobile medical field unit of its kind in Canada.

#### **Chemical / Biological / Radiological / Nuclear / Explosive (CBRNE) & Heavy Urban Search and Rescue (HUSAR) Teams**

On behalf of the Province, the Office of the Fire Marshal and Emergency Management oversees, administers and supports Memorandums of Understanding (MOUs) with nine municipal fire services. These MOUs enable trained responders to be deployed throughout Ontario. When an emergency is being declared or contemplated, these teams can support local responders dealing with large-scale natural or human-caused emergencies that exceed local response capabilities.

- Three specialized expert (technician) Level 3 Chemical / Biological / Radiological / Nuclear / Explosive (CBRNE) Response Teams (located in Toronto, Windsor and Ottawa)
- Six operational support Level 2 teams (located in Peterborough, Cornwall, Sault Ste. Marie, Thunder Bay, North Bay, and Cambridge/Waterloo/Kitchener)

- One heavy urban search and rescue (HUSAR) team based in Toronto to respond anywhere in Ontario.

The Provincial HUSAR and CBRNE teams work and train collaboratively with the OPP's Emergency Response Team (ERT).

The OPP maintains its own USAR (Urban Search and Rescue) CBRNE (Chemical, Biological, Radiological and Nuclear) Response Team or UCRT. As name suggests, this Team also responds to incidents involving Chemical, Biological, Radiological and Nuclear, and Urban Search and Rescue.

In conjunction with their specialized functions, UCRT members can provide assistance to the OPP's Emergency Response Teams.

UCRT maintains a working partnership/relationship with municipal, provincial and federal responders to ensure a seamless response to incidents.

### **Requesting Provincial Resources**

Fire Coordinators for counties/regions/districts may request access to support from the Provincial CBRNE and HUSAR teams by contacting the Provincial Emergency Operations Centre.

OPP resources would typically be requested by the local Detachment Commander.



## **Appendix 5**

### **Incident Command**

#### **Introduction**

The County of Lambton Emergency Response Plan makes reference to "Incident Command" and an "Incident Commander". This Appendix provides some basic information about the concept of incident management and the role of the Incident Commander.

#### **The Incident Management System**

The Incident Management System (IMS) is a standardized approach to emergency management encompassing personnel, facilities, equipment, procedures, and communications operating within a common organizational structure. IMS is predicated on the understanding that in any and every incident, there are certain management functions that must be carried out regardless of the number of persons who are available or involved in the emergency response.

Although IMS is often employed daily by emergency response agencies, it is not yet commonly used in the Emergency Operations Centre. However, there are elements of IMS (i.e. emergency information, finance, planning) found in the EOC. Therefore, Emergency Control Group members should be aware of the principals of the Incident Management System.

#### **Incident Command**

There is only one Incident Command entity, per incident, although Command may either be "Single" or "Unified".

Under a "Single Command" model, the Incident Commander is the individual appointed to coordinate operations and oversee the response to an emergency. The initial Incident Commander is usually the ranking Police or Fire Official at the scene, and personnel from these agencies are also the most likely to hold this position over the course of the response. As the emergency evolves and changes however, the Incident Commander may change, depending on which agency has the lead role in the response. The Incident Commander has one of the most significant roles in the overall emergency response.

Unified Command is a command model of IMS that may be used on occasions when incident decision-making is complex, and interdependent, and a single incident command cannot be established. Organizations work together through their designated members of the Unified Command team, to establish a common set of objectives and strategies and a single Incident Action Plan.

Other organizations in support of incident response will have their own internal Command. However, such Command will be in support of Incident Command.

### **Relationship Between the Incident Commander and County Emergency Control Group**

In order to perform their role effectively, the Incident Commander must be neutral - listening to and representing each agency at the scene equally. The Incident Commander is the "eyes and ears" for the Emergency Control Group, and the primary contact at the emergency scene. Theoretically, the only information that comes from the site to the EOC should be communicated by the Incident Commander, possibly through their Liaison Officer.

The Incident Commander and the CECG must always be working towards a common goal, which is doing everything in their power to mitigate the effects of the emergency. Therefore, exchange of information between the EOC and the scene and situational awareness of each group's activities is essential.

### **Duties of the Incident Commander**

The following are among the duties that the Incident Commander may be required to perform:

- Establish an Incident Command Post as soon as possible from which all updates and public information will be disseminated from the emergency site.
- Maintain a thorough knowledge of all available resources at the scene.
- Ensure that the needs of those involved in the emergency response at the site are provided for such as meals, fuel, special equipment, etc..
- Ensure good communication among those on the site and also between the site and external links such as the Emergency Operations Centre.
- Ensure that an Incident Action Plan is developed and approved for each stage of the operation.
- Be aware of the legal authority of the various authorities to undertake actions and avoid jurisdictional disputes.
- Promote cooperation and coordination among all responding agencies.

## **Appendix 6**

### **Recovery Guidelines**

#### **Introduction**

The guidelines set out responsibilities and activities that may be required to bring the impacted communities back to their pre-emergency state.

Recovery activities will primarily be coordinated at the local level and these guidelines may be used to coordinate those activities. The County may be requested to participate or provide staff to assist. In a large-scale emergency, the County may be requested by senior government to coordinate elements of the recovery, such as applying for financial assistance.

These guidelines may be utilized in whole or in part, depending on the scale of the incident. Recovery activities will normally begin once the immediate response to the emergency is completed. The recovery phase of an emergency is often the longest phase, and could last weeks, months or even years.

The following Committees may be established:

- Recovery Committee
- Human Needs Sub-Committee
- Infrastructure Sub-Committee
- Finance Sub-Committee

#### **Recovery Committee**

In the early stages, the Municipal Emergency Control Group (or the County Emergency Control Group in a County-declared emergency) may function as the Recovery Committee. Later (after the emergency has been terminated for example), the following will form the Recovery Committee:

- Head of Council
- C.A.O.
- Emergency Management Coordinator
- Incident Commander
- Insurance adjusters
- Chairs of the Human Needs, Infrastructure and Finance Sub-committees

Representatives from other municipal and County departments, the Province of Ontario and other agencies may be added to the Committee as appropriate.

The Recovery Committee will:

1. Ensure the public and elected officials of the community are informed of the status and activities of the recovery process.
2. Ensure that elected officials from neighbouring communities are kept abreast of recovery which may have an impact on those communities, or whose resources may be required.
3. Receive information from, and provide direction to, the Recovery Sub-committees to ensure that necessary services are provided and are being coordinated.
4. Request funding from senior levels of government.
5. Provide recommendations to Council concerning expenditure of funds, new by-laws or changes to existing by-laws and such other matters that may require Council approval.
6. Ensure continuity of mandated services to those residents not affected by the emergency.
7. Decide on the termination of recovery activities and the wind-up of Recovery Committees.
8. Prepare final report on the recovery phase of the emergency for submission to Council.

### **Human Needs Sub-Committee**

The following positions may be included on the Human Needs Sub-Committee:

- Lambton Public Health representative
- Emergency Shelter Coordinator representative
- Lambton Social Services representative
- C.A.O. of the affected municipality(ies)
- Incident Commander

Representatives of other municipal and County departments, the Province of Ontario and other agencies may be added to the Committee as appropriate.

The Human Needs Sub-Committee will:

1. Ensure the continued operation of the evacuation centre(s), including the provision of housing, food, clothing, and personal services (i.e. family reunification).
2. Assist displaced citizens in locating long-term housing and reconnecting utilities.

3. Coordinate storage and distribution of donated materials.
4. Ensure that the needs of "special populations" (i.e. children, elderly, handicapped) are met.
5. Ensure health standards are maintained throughout the community.
6. Provide counselling services as required.
7. Work with affected business / industry to ensure that employment opportunities are restored at the earliest opportunity.
8. Assist affected residents to replace documents that may have been lost in the emergency.
9. Arrange financial assistance to those in need.
10. Ensure that provision is made for the care of pets.
11. Arrange for secure storage of residents' property that has been recovered and cannot immediately be reclaimed.
12. Provide information on sources of assistance for residents whose employment has been affected, or who have been injured and cannot return to their former employment.
13. Coordinate their activities with those of other sub-committees, and report regularly to the Recovery Committee.
14. Ensure that detailed financial records relating to the sub-committee's activities are maintained.
15. Prepare a final report on the sub-committee's activities, together with recommendations for amendments to this Recovery Plan.

### **Infrastructure Sub-Committee**

The following positions may be included on the Infrastructure Sub-Committee, and will meet at the direction of the Chair as required:

- Public Works Manager
- Lambton Public Health representative
- Chief Building Official
- Emergency Management Coordinator
- Incident Commander

Representatives of other municipal or County departments, the Province of Ontario and other agencies may be added to the Committee as appropriate.

The Infrastructure Sub-Committee will:

1. Determine, based on engineering advice, the extent of the damage to homes, municipal and commercial buildings, together with damage to roads, bridges and utilities.
2. Ensure that access to unsafe areas or structures is restricted (in conjunction with the O.P.P.).
3. Maintain liaison with insurance adjusters concerning damaged structures, both private and municipal.
4. Expedite demolition permits as required.
5. Ensure that, when safe to do so, residents are given an opportunity to secure and/or remove personal property from damaged locations.
6. Ensure traffic controls (i.e. signage, lights) are restored.
7. Expedite procedures to establish new housing, or rebuild / repair damaged housing or other structures.
8. Ensure appropriate removal of debris (including hazardous and / or organic materials), and arranging for sorting and recycling of as much debris as possible.
9. Ensure that sanitation (drinking water, garbage, vermin control) measures are taken.
10. Recommend, if appropriate, the waiving of tipping fees at waste disposal sites.
11. Ensure the safety of workers in the damaged area, including volunteers.
12. Continue to work with utilities (hydro, gas, phone) to permanently restore services.
13. Coordinate use of volunteer labour to assist residents with clean-up on private property.
14. Coordinate their activities with those of other sub-committees and report regularly to the Recovery Committee.
15. Ensure that detailed financial records relating to the sub-committee's activities are maintained.
16. Prepare a final report on the sub-committee's activities.

## **Financial Sub-Committee**

The following positions may be represented on the Financial Sub-Committee:

- COA or Treasurer
- Solicitor
- Member of Council
- Social Services Representative
- Incident Commander

Representatives of other municipal and County departments, the Province of Ontario and other agencies may be added to the Committee as appropriate.

The Financial Sub-Committee will:

1. Maintain accurate records of all emergency-related expenses.
2. Formulate recommendations and provide direction to Council regarding the Ministry of Municipal Affairs and Housing's "Municipal Disaster Recovery Assistance Program" and take the lead on overseeing the application.
3. In the event of a human-caused emergency, prepare and submit a claim against the party at fault.
4. Prepare claims for Provincial and/or Federal funding.
5. Analyse the impact of the emergency on the municipality's (or County's) budget.
6. Prepare insurance claims on behalf of the municipality.
7. Coordinate their activities with those of other sub-committees, and report regularly to the Recovery Committee.
8. Prepare a final report on the sub-committee's activities.

## **Public Information**

It is vital that accurate and up-to-date information be provided regularly to residents throughout the recovery phase. During recovery, it is the responsibility of each committee chair to ensure that information flows between the Recovery Committee and its sub-committees to the public.

## **Disaster Recovery Assistance Programs**

The Province of Ontario implemented two financial assistance programs in 2016 to replace the previous Ontario Disaster Relief Assistance Program (ODRAP).

Now, the process for obtaining financial relief is separated into two distinct programs - one for private assistance, and the other for municipal assistance.

### **Disaster Recovery Assistance for Ontarians**

Disaster Recovery Assistance for Ontarians is designed to help individuals, small owner-operated businesses, farmers and not-for-profit organizations cover the costs of cleaning, repairing and replacing essential property, not covered by insurance.

The Ontario Minister of Municipal Affairs and Housing may activate the program in the event of a natural disaster that causes costly and widespread damage to eligible private property. Examples of natural disasters for which the program may be activated are floods, tornadoes, landslides and earthquakes. The program does not apply to non-natural disasters such as human-caused events, or to events that occur over an extended period of time, such as droughts.

Homeowners and residential tenants, small business owners, farmers, and not-for-profit organizations can apply for assistance under the program if they are located in the defined geographical area for which the program has been activated.

Financial assistance under the program is subject to caps and deductibles.

### **Municipal Disaster Recovery Assistance**

The Municipal Disaster Recovery Assistance program helps municipalities that have incurred extraordinary costs relating to a natural disaster.

Eligible expenses may include capital costs to repair public infrastructure or property to pre-disaster condition, and operating costs over and above regular budgets that are necessary to protect public health, safety or access to essential services.

Costs are not eligible if they are covered by insurance or if they would have been incurred anyway had the natural disaster not occurred (i.e. road maintenance operations).

The Minister of Municipal Affairs and Housing makes the decision to activate the program based on evidence that the event meets the eligibility criteria for Municipal Disaster Recovery Assistance. The Minister considers both the cause and extent of damage, along with the initial claim and supporting documentation provided by the municipality.



If the program is activated, the province and municipality enter into a grant agreement. All payments under the grant agreement are based on eligible costs actually incurred by the municipality as a result of the natural disaster.

In order to be eligible for the program, a municipality must have:

- Experienced a sudden, unexpected and extraordinary natural disaster.
- Incurred costs over and above regular budgets that can be demonstrably linked to the disaster. These costs must equal at least three per cent of the municipality's Own Purpose Taxation levy.
- Passed a resolution of council and submitted an initial Municipal Disaster Recovery Assistance claim (with supporting documentation) within 120 calendar days of the date of the onset of the disaster.

## **Donations Management and Fundraising**

It is expected that local communities would manage fund-raising campaigns either directly or in conjunction with local service clubs, businesses or financial institutions, or by appointing a recognized non-governmental organization. Many residents donating supplies or money wish to ensure that donations raised locally are distributed locally.

In a large-scale disaster however, where there is regional, or even national and international interest in donating to disaster relief, it may be necessary to coordinate such activities with a provincially or nationally organized body that is well-positioned to manage the collection of financial contributions through website campaigns, donation boxes, etc.

Financial donations are often requested over material donations, unless specific items are needed or are in short supply. One of the greatest challenges related to donations management is dealing with un-wanted or un-needed supplies and perishable goods. Disposal or storage of these materials can become a significant burden to the municipality at a time when it is also managing the disaster response and recovery. Therefore, financial contributions are often requested so that the type and quantity of required items can be purchased.

In addition to engaging local media, government websites, social media, etc., 211 Ontario would be utilized early-on following a disaster to help manage calls about public donations. 211 can advise callers where to donate and what specific items are needed by residents in the affected area.

## Appendix 7

### Public Alerting

Effective public alerting poses a significant challenge for many communities. Large, sparsely populated communities cannot feasibly be served by traditional siren systems. Siren systems are very effective in alerting people who are outside in close proximity to a siren, but siren systems do not convey information or instructions.

Communication technology has developed rapidly in recent years, changing the way people receive, gather and share information. [My Community Notification Network](#) (MyCNN) is the name of a local alerting system that contacts residents using multiple communications methods such as telephone, cell phone, email and text messaging. MyCNN subscribers can specify how they wish to be notified in their account, whereas non-subscribers may receive a land-line telephone alert, if their number is listed in a public telephone directory. Residents who have not subscribed or are not publicly listed will not receive MyCNN alerts.

MyCNN will typically be used to alert residents of the following incidents:

- Tornado Warnings issued by Environment Canada
- Drinking Water Emergencies
- Shelter-in-place Advisories
- Evacuation Advisories
- Missing child

Subscribers to MyCNN also have the option to receive alerts for non-emergency notifications about events that affect their neighbourhood, their home, workplace, school and more. Subscribers manage their own accounts and can deactivate their subscription at any time.

The local CAER organization funded the purchase of the service developed by Everbridge Inc., and has made the system available to all Lambton County municipalities to use for their local public alerting.

In order to receive MyCNN notifications, residents are encouraged to visit the CAER website ([www.caer.ca](http://www.caer.ca)) and create a personal account.

### Provincial Notification System

Depending on the nature of the emergency, local officials may also request activation of the provincial emergency notification system. Ontario's system utilizes social media and email to send alerts to followers and subscribers, but also integrates with the national notification system, "[Alert Ready](#)". Alert Ready can broadcast alerts over local radio and television stations, and send text alerts to compatible, personal wireless devices within a designated alert area.

## Appendix 8

### Managing Public Inquiries During Emergencies

#### Background

Unless a municipality has an equipped call centre staffed by trained personnel, it can be a significant technical and financial challenge to arrange for dedicated telephone lines to receive calls from the public looking for information during a crisis or emergency. Although arrangements can be made with some Telco providers to establish "hotlines" following an emergency, it can be difficult publicizing that unfamiliar telephone number to the public. Recognizing these challenges, a local partnership was developed with 211 Ontario.

211 Ontario is a telephone and web service that provides information to the public about community and social services in Ontario. The service operates 24 hours a day, every day of the year. Service is available in 175 languages and has been available to Lambton County residents since 2011. In 2012, the seven regional centres across the Province handled approximately 600,000 calls.

In addition to providing assistance to callers looking for information about community and social services, 211 Call Centres have also served as public information centres during emergencies. The ability of 211 to effectively handle questions and assist the public during emergencies has been proven during several major events such as H1N1, the Goderich tornado in 2011 and the Thunder Bay flooding in 2012.

#### Information During Emergencies

In most instances, the primary source of immediate information to the public will be local radio broadcasts, and increasingly, government web/social media sites and commercial media websites. During large-scale emergencies however, 211 can provide another source of information for residents directly impacted by an emergency and who require information.

211 will provide residents with accurate information and instructions from municipal and emergency officials. Consequently, it is strongly hoped that the public will be less inclined to call 911 for information. 911 is to be used to report emergencies or to request assistance from police, fire or medical services - not to obtain information.

#### Calling 211

211 is not a public notification system - it is a public inquiry service that can provide authorized information from the affected municipality, or from the County during an emergency.

211 is not a news information line. The service is provided for those who have been directly impacted by a major disaster and who need information about assistance that might be available to them (such as local relief services, the location of the nearest emergency shelters or water distribution centres, etc.).

If 211 is activated during an emergency by a local municipality or the County, residents will be advised through local media and other sources that calling 211 is an additional means available to them to obtain official information and instructions.

### **When Might 211 be Activated?**

- Following a large-scale disaster that requires a community response (i.e. the Highway 402 Snowstorm Emergency, 2011 Central Lambton County tornado, Superstorm Sandy power outages).
- During a large-scale evacuation following a disaster.
- When emergency shelters are opened for residents.
- Following a tornado causing major damage to communities and infrastructure.
- During a drinking water emergency.
- During a widespread power outage in extremely hot or cold temperatures, when emergency shelters, or warming or cooling centres are opened to the public.
- Following an incident or emergency when volunteers or donations are needed.

### **Promotion of 211**

In order to make the public aware that 211 is the number to call for information during emergencies, the County of Lambton will promote the service as part of its on-going emergency management public education program.