DURHAM REGION EMERGENCY MASTER PLAN

Durham Region Emergency Master Plan
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1.0 Introduction

An emergency is defined under the *Emergency Management and Civil Protection Act* (EMCPA) 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."

The Durham Region Emergency Master Plan (DREMP) has been developed as an all-hazards plan for all types of emergencies to which the Region may be vulnerable. It has been designed to ensure the timely and efficient delivery of emergency response services and recovery operations and outlines the Region's policy for emergency management, emergency plans structure, response strategies and concept of operations. The DREMP also provides the framework for the provision of emergency support services to other municipalities both within, and outside of Durham region.

The DREMP is a key component of the overall emergency management program for Durham Region (the "Region"). The program is based on the five pillars of emergency management:

Prevention

Actions taken to prevent the emergency which can greatly diminish the response and recovery activities required.

Mitigation

Actions taken to reduce or eliminate the effects of an emergency. Similar to prevention, mitigation measures are broadly classified as either structural or non-structural and could include capital improvements, regulations, building codes and public education.

Preparedness

Measures taken before an emergency to ensure as effective a response as possible, including plans, training, exercises, public education, alerting and notification systems, procedures, organization, infrastructure protection and standards.

Response

Measures to ensure that a controlled, co-ordinated and effective response is quickly undertaken at the onset of an emergency to minimize its impact. As response activities begin to taper off, the operational focus begins to transition from response to recovery.

Recovery

Measures taken to assist individuals, businesses and communities to return to a state of normalcy from an emergency. Recovery measures include environmental clean-up, return of evacuees, emergency financial assistance and psycho-social counselling.

1.1 Overview of the Plan Structure

The DREMP is an "umbrella" document for the Emergency Support Functions (ESFs) and Risk-Specific Plans (RSPs). There are also detailed Standard Operating Procedures (SOPs), Response Specific Instructions (RSIs), checklists and forms for use at operational levels. These plans and documents are, in turn, supported by the procedures of Regional Departments, local municipalities, non-governmental agencies, etc., which describes how each respective organization will respond to an emergency through their emergency management structure.

1.1.1 Emergency Support Functions

The DREMP is supported by the following ESFs:

- Emergency Information
- Emergency Social Services
- Water Supply Management
- Waste Water Management
- Recovery

1.1.2 Risk-Specific Plans

The DREMP is supported by various risk-specific plans that include the following:

Durham Nuclear Emergency Response Plan

Under authority of the Provincial Nuclear Emergency Response Plan (PNERP), the Regional Municipality of Durham is a "designated municipality" and therefore mandated to have a nuclear emergency response plan. Durham Emergency Management (DEM) has implemented and maintains an ongoing nuclear emergency management program consisting of the Durham Nuclear Emergency Response Plan (DNERP), training, exercises and public education to address this specific risk in conformity with the PNERP.

The DNERP describes off-site response actions to be taken in the event of a nuclear emergency and is supported by the following Nuclear Emergency Support Functions:

- Public Alerting
- Nuclear Notifications
- Evacuation and Sheltering
- Evacuation and Reception Centres
- Emergency Workers Centres
- Liquid Emission Response
- Potassium Iodide (KI) Tablet Distribution

Flood Emergency Plan

The Flood Emergency Plan was created and is maintained by DEM. It describes the types of flooding that may occur in Durham region, actions that are taken by local conservation authorities to notify municipal governments and first responders, the types of flood messages and their definitions, and the roles and responsibilities of all stakeholders in the event of a flooding emergency.

Fuel Shortage Plan

The Fuel Shortage Plan was created and is maintained by DEM. It describes the roles and actions to be taken to guide the Regional response to a shortage of fuel in Durham Region, based on established business continuity priorities and designated emergency re-fueling sites.

Outbreak Contingency Plan

The Outbreak Contingency Plan was created and is maintained by DEM. It describes the actions to be taken by Regional Departments in support of the Health Department and provides guidance for business continuity planning and identification of critical services and functions in the event of an infectious disease outbreak in Durham Region.

Outbreak Management Plan

The Outbreak Plan was created and is maintained by the Health Department. It describes the actions to be taken in the event of an infectious disease outbreak in Durham Region.

Pandemic Influenza Plan

The Pandemic Influenza Plan was created and is maintained by the Health Department. It describes the response to be taken in the event of an influenza pandemic in Durham Region.

Power Disruption Plan

The Power Disruption Plan was created and is maintained by DEM. It describes the roles and actions to be taken to guide the regional response to a protracted power disruption in Durham Region.

1.2 Purpose

The purpose of the DREMP is to provide the framework for a planned, co-ordinated, effective response that can be taken to protect the health, safety, and welfare of the inhabitants of Durham region when faced with an emergency. It is intended to reduce the impact from an emergency and increase the response capability of the Region by unifying the efforts of Regional Departments, local area municipalities and partner agencies.

The DREMP establishes a framework for an effective system of emergency management to accomplish the following:

- To reduce the vulnerability of residents and the municipalities of Durham Region to the loss of life, to the loss of infrastructure or to the adverse health effects resulting from a natural or human-caused event.
- To prepare for prompt and efficient response and recovery activities for the protection of lives, property and infrastructure affected by the emergency.
- To respond to all emergencies using all existing systems, plans and resources necessary to preserve the health, safety and welfare of residents affected by the emergency.
- To ensure the preservation of essential municipal services and the local economic base within Durham Region.

1.3 Scope

The Master Plan and its supporting documents outline Durham Region's emergency management structure under which the region and local area municipalities will operate in response to emergencies by:

- Using a consistent, co-ordinated concept of operations spanning the direction and control of an emergency from initial monitoring through response and recovery.
- Assigning specific supporting functional responsibilities to appropriate Regional Departments, area municipalities, and other responding organizations in co-ordination with provincial and federal counterparts.

The eight local area municipalities within Durham Region each have a responsibility for providing initial response resources to an emergency within their jurisdiction. If the activation of, and the implementation of respective local area municipal plans are insufficient to respond to an emergency, they may request assistance from the Region of Durham through their Community Emergency Management Coordinator (CEMC).

The DREMP is not intended to supersede local area municipal plans, but rather to support and supplement those plans with the provision of Regional assistance and resources, when requested. Under the EMCPA, municipalities are required to develop and implement an emergency management program consisting of emergency plans, training programs, exercises, public education and any other elements prescribed by regulation. The plans and procedures of the local area municipalities must conform to the DREMP.

1.4 Legal Basis and Requirement

In Ontario, governance for emergency management is led by the Ministry of the Solicitor General (SOLGEN) through the Office of the Fire Marshal and Emergency Management (OFMEM). Authority for the development of municipal emergency management programs and plans come from the EMCPA and Ontario Regulation 380/04.

As required by section 2.1 of the EMCPA, Regional Council passed By-law 36-2015 (and amendment 27-2019) to provide for the establishment and adoption of an Emergency Management Program for the Regional Municipality of Durham consisting of:

- An emergency plan
- Training programs
- Exercises
- Public education
- Hazard identification and risk assessment
- Critical infrastructure inventory
- Any other elements prescribed by regulation

The DREMP and its supporting documents, including the ESFs and RSPs, have been developed under the authority of Regional Council as per By-law 37-2015.

1.5 Plan Maintenance and Administration

DEM shall be responsible for the implementation and administration of the DREMP. It will be reviewed and exercised annually with both internal and external stakeholders in a wide variety of exercise types and scenarios. Any amendments to legislation and lessons learned from exercises and emergency responses will be incorporated in subsequent revisions of the DREMP.

The Durham Emergency Management Program Committee (DEMPC) and Regional Council will be notified of all updates and the latest copy will be supplied to the Chief, Emergency Management Ontario, through the OFMEM, Ministry of the Solicitor General.

2.0 Planning Assumptions

Durham Region is subject to many hazards such as severe weather, fires, power outages, transportation accidents, spills, etc., that could cause varying impacts to public safety, property and the economy. The successful implementation of the DREMP is dependent upon the availability and the co-ordination of local area municipal and Regional resources, including personnel and their ability to procure additional resources.

The following assumptions form the basis of the DREMP:

- During regular operations, Level 1 and 2 emergencies are within the response capabilities of the first responders, municipalities and the Region. A Level 3 emergency will likely strain the Region's capabilities and require provincial and/or federal assistance.

- An emergency in the Region may occur with little or no warning and may escalate more rapidly than response organizations can manage.

- An emergency may cause injuries, fatalities, property loss, and disruption of normal support systems. A large number of casualties, heavy damage to buildings and basic infrastructure, and disruption of critical public services may stress the capabilities of the Region to meet the needs of the situation.

- The Regional Emergency Operations Centre (REOC) will be activated and staffed to manage the strategic response to the emergency and to support emergency operations at the site. Designated REOC staff will be required to respond on short notice to attend the Operations Centre.

- Members of the Regional Control Group (RCG) will be required to mobilize on short notice to provide timely and effective strategic direction.

- In support of this plan, the lead departments of each Emergency Support Function have developed standard operating procedures for their staff and have been trained in those procedures.

- Each department will track and document, as appropriate, for costs incurred during the emergency response and recovery operations for potential reimbursement.

- All municipal emergency preparedness planning and co-ordination will be aligned with the policies and procedures of Regional plans.

- Municipalities will work collaboratively with Durham Region on such issues as emergency declarations and terminations, action plans, situation reports, emergency news releases/media advisories/public service announcements and the issuance of public information during an emergency.

- Achieving and maintaining effective resident and community preparedness reduces the immediate demands on response organizations. Public awareness and education programs are required to ensure residents will take appropriate advance actions to reduce their vulnerability.

- When the Region's resources are strained, additional resources may be requested through mutual assistance agreements with neighbouring municipalities and/or through requests to the provincial and federal government.

3.0 Hazard Identification and Risk Assessment

DEM is legislated under the EMCPA with implementing and maintaining an emergency management program. A community Hazard Identification and Risk Assessment (HIRA) forms the basis for the Durham Emergency Management Program.

The purpose of a HIRA is to understand what risks or threats to public safety, property or the environment exist in Durham and to assess their impact. Understanding the risks allows for prevention, mitigation, preparedness, response to and recovery from these threats.

Durham Region is made up of eight local area municipalities and covers an area of approximately 2,537 square kilometres with a current population of over 656,000 residents. The majority of residents are located in the southern portion of the Region. Parallel to Lake Ontario there are major road, rail and pipeline corridors. Durham Region has a number of critical infrastructure facilities and vulnerable populations that need to be considered during emergencies.

Changes in growth, population, industry, technology, climate change, legislation, and the emergency management field require regular analysis to ensure that the identified potential hazards, impacts and response capabilities reflect current information.

There are four steps to creating and maintaining a HIRA:

Figure 1 - Hazard Identification and Risk Assessment Process
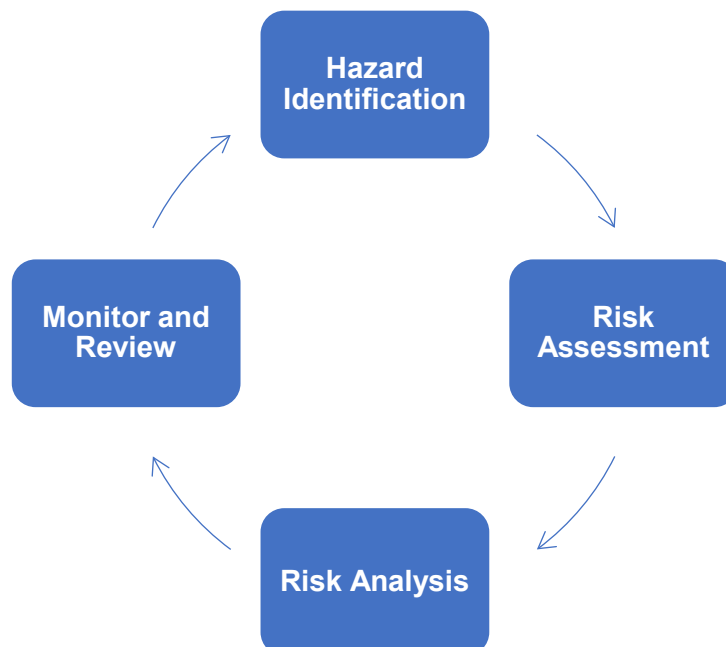
1. Hazard Identification

   Hazards that could impact the Region are separated from those that cannot, through a thorough review of all hazards and their causes, to determine whether they may be a threat to the community.

2. Risk Assessment

   The level of risk for each hazard is examined. It may involve speaking with hazard experts, researching past occurrences and possible scenarios. The likelihood of the hazard occurring and the potential impacts of the hazard on people, property, the environment, business and finance and critical infrastructure are examined.

3. Risk Analysis

   The information and data collected in the risk assessment are analyzed to generate hazard rankings.

4. Monitor and Review

   The HIRA is an ongoing process in which hazards and their associated risks must be monitored and reviewed regularly.

The HIRA must be completed annually to meet compliance requirements. The following hazards are the top ten risks to the Region of Durham:

- Fire / Explosion
- Extreme Temperatures
- Transportation Emergency on Roads and Highways
- Winter Weather
- Cyber Attack
- Active Threat (Public Safety)
- Infectious Diseases
- Tornado
- CBRNE Incident (Chemical, Biological, Radiological, Nuclear, Explosives)
- Flood

3.1 Critical Infrastructure

Critical infrastructure is the basic foundation of a society or an enterprise. It is the assets or systems that, if disrupted or destroyed, could have a tremendous impact on health, safety, security and the economic well-being of citizens or could adversely affect the functioning of government.

The identification of critical and essential facilities, equipment and systems is a key step towards the protection and preservation of public health and safety, the local economy and the continuity of government at all levels.

In Durham Region, the two-tiered system of government results in public services being provided regionally or locally, and thus not all municipalities will necessarily have critical infrastructure in all the categories. It is the responsibility of each municipality to identify their public and private infrastructure that is critical to maintaining their operations.

Examples of critical infrastructure owned by the Region of Durham include:

- Regional government buildings
- Regional emergency services facilities and operations
- Emergency management facilities
- Regional roads
- Transportation services
- Drinking water supply and sewer systems
- Waste management facilities
- Long-term care facilities
- Child care services

A listing of the Region's Critical Infrastructure is also maintained by DEM and reviewed on an annual basis.

4.0 Region of Durham Emergency Management Organization

4.1 Durham Emergency Management Program Committee

Section 11 of the EMCPA requires municipalities to have an emergency management program committee. The Durham Emergency Management Program Committee (DEMPC) has been established to provide Durham Region with an executive body to provide policy advice and to facilitate inter-departmental and municipal level development, co-ordination and maintenance of a comprehensive emergency management program. The DEMPC may, as it deems necessary, establish sub-committees and working groups such as the Durham Emergency Management Working Group.

The DEMPC is chaired by the Regional Chief Administrative Officer (CAO) and consists of the following members, or their designated alternates:

- CAO of Durham Region
- CAO of each municipality within Durham Region
- Chief of Police

- Regional Fire Coordinator
- Commissioner & Medical Officer of Health
- Chief of Region of Durham Paramedic Services
- Commissioner of Social Services
- Commissioner of Works
- Commissioner of Corporate Services
- Commissioner of Finance
- Commissioner of Planning and Economic Development
- General Manager of Durham Region Transit
- Director of Corporate Communications
- Director of Emergency Management
- Other organization representatives as determined by the Chair

The DEMPC also considers nuclear specific issues and thus meets the requirement of the Provincial Nuclear Emergency Response Plan, Part 1, Provincial Master Plan for a Regional Nuclear Preparedness Committee with the additional membership of:

- A representative from Office of the Fire Marshal and Emergency Management
- A representative from Ontario Power Generation

4.2 Durham Emergency Management Working Group

The Durham Emergency Management Working Group (DEMWG) has been established to facilitate inter-departmental and municipal level cooperation for mitigation, preparedness, response and recovery operations and activities such as training and exercises.

The DEMWG is chaired by the Director, Durham Emergency Management and consists of the following members and/or their designated alternates:

- Regional CAO Office – Director of Corporate Policy & Strategic Initiatives
- Durham Regional Police – Emergency Management & Labour Liaison
- Community Emergency Management Coordinators of the eight local municipalities
- Health – Paramedic Services, Population Health, Health Protection
- Social Services – Emergency Services Coordinator
- Works – Compliance, Roads, Water & Sewer, Facilities
- Corporate Services – Occupational Health & Safety, Human Resources, Information Technology, Geographic Information Systems
- Finance – Risk Management
- Planning and Economic Development
- Transit – Deputy General Manager

- Corporate Communications – Director
- Durham Emergency Management
- Other representatives to be invited to attend as determined by the Director, Durham Emergency Management

4.3 Regional Control Group

Section 12 of the EMCPA requires municipalities to have an emergency control group to direct the response to an emergency, including implementation of the emergency plan.

The RCG will provide overall policy and strategic direction to the Region to support the evolving response activities including:

- Support of emergency operations at the site(s)
- Prevention of further injury, loss of life, property damage
- Procurement of essential resources
- Modification of purchasing by-laws and procedures
- Suspension of Regional functions and services
- Restoration of utilities and other critical services
- Identification of risk and critical infrastructure protection
- Determination of alternate accommodation for evacuated persons
- Provision of co-ordinated information for the public and news media
- Assistance with the co-ordination between various levels of government, support agencies and non-governmental agencies
- Implementation of provincial directives and protective actions/precautionary measures ordered by the province in a provincial emergency
- Prescription of the roles and responsibilities of Regional employees in emergency management

The RCG consists of the following staff and their designated alternates:

- Regional Chair and CEO (the Executive Authority)
- Regional CAO (RCG Manager)
- Chief of Police
- Regional Fire Coordinator
- Commissioner and Medical Officer of Health
- Chief of Region of Durham Paramedic Services
- Commissioner of Social Services
- Commissioner of Works
- Commissioner of Corporate Services
- Commissioner of Finance

- Commissioner of Planning and Economic Development
- General Manager of Durham Region Transit
- Director of Corporate Communications
- Director of Emergency Management
- Other appropriate representation as necessary may be included to manage or support the response effort as determined by the RCG.

Members of the DEMPC, DEMWG, RCG and all designated REOC staff should be familiar with the contents of this Plan, including all supporting documents, and be prepared to carry out the functions and responsibilities that may be assigned to them.

4.4 Legal Powers and Liability

The EMCPA authorizes the Regional Chair and CEO, or designated alternate, to declare an emergency in the Region or any part thereof in response to an emergency. The Region Chair, or designated alternate, may take such action and make such orders as necessary, that is not contrary to any law, to implement the plan and to protect property, infrastructure, the health, safety and welfare of the inhabitants of Durham Region.

The Regional CAO, designated alternate, the Director of Emergency Management, or a member of the RCG may activate the response structure set out in the DREMP where such action is considered necessary, even before the official declaration of the emergency by the Regional Chair or designate.

Durham Region By-law 36-2015 designates all Regional employees as emergency workers in the event of a Regional emergency and therefore all Regional employees may be called and assigned responsibilities to assist in the implementation of the Emergency Plan.

The EMCPA provides that no action or other proceedings for damages lies or shall be instituted against a member of the Regional Council or the respective Town Councils, an employee of Durham Region and/or the local municipalities, for doing any act or neglecting to do any action in good faith, in the implementation or the intended implementation of this Plan, or in connection with an emergency.

4.5 Declaration and Termination of an Emergency

The Regional Chair and CEO, under section 4 of the EMCPA, may declare that an emergency exists in Durham Region or any part thereof and shall immediately advise the appropriate Head(s) of Council, or designate, of an area municipality that a Regional emergency has been formally declared. Consultation will take place with the RCG and the appropriate area Municipal Control Group(s) before this declaration.

As legislated, the Regional Chair and CEO shall immediately inform the Solicitor General. A copy of the signed declaration must be faxed to the Duty Officer at the Provincial Emergency Operations Centre (PEOC) and a media release will be issued.

As per Durham's Emergency Management By-law 36-2015, a Regional emergency may also be declared at the request of the Mayor of the local municipality where the emergency exists, when the resources of the local municipality are overwhelmed, or, when the emergency event affects a significant portion of the residents of more than one local municipality, and only with the concurrence of the Mayors of the affected local municipalities.

For a nuclear emergency, the province will declare a provincial emergency. The Regional Chair and CEO and area municipalities may also declare emergencies for their jurisdictions.

Under the EMCPA, the Head of Council or the Council of a municipality may terminate an emergency at any time. Upon terminating a Regional emergency, the Regional Chair and CEO shall immediately inform the Solicitor General through the PEOC, Regional Council and issue a media release.
Under section 4(4) of the EMCPA, the Premier of Ontario may at any time declare that a municipal emergency has terminated.

The termination of an emergency does not suspend response and recovery operations. These activities will continue depending on the nature and scope of the emergency at the discretion of the RCG.

5.0 Emergency Levels and Notification

Emergencies are initially managed by frontline emergency first responders – police, fire and paramedics. A site Incident Commander (IC) will be designated by the emergency response organizations and will manage the emergency site. The IC at site is supported by other first responder and operating departments.

As an emergency evolves, Regional support and resources from Works, Transit, Health, Social Services and Communications may be required. If assistance beyond Regional resources is required, the Region may request it from the province. If the emergency escalates beyond its capabilities, the province can seek assistance from the federal government. Some emergencies, by their nature such as nuclear, are automatically the jurisdiction of provincial or federal government response authorities and led accordingly; however, Regional and municipal resources are typically still used to manage many local impacts.

Mass notification during an emergency, to disseminate information internally will be completed using designated contact lists and prescribed notification scripts. The

authority to use the mass notification system for the initial call out and recall of staff, resides with the Director of the REOC.

The Regional emergency levels and notification procedures define the process to inform Regional Departments (including the Regional Chair and CEO and the CAO) and the appropriate local area municipalities in Durham Region that a co-ordinated emergency response is necessary or anticipated. They are also advised of the current situation and any initial response actions taken, or required to be taken, by any local area municipality, Durham Region and/or the province.

Any member of the DEMPC or RCG has the authority and responsibility to request an activation of the REOC and initiate the implementation of the DREMP. Requests to activate the REOC are directed to either the Director, Emergency Management, or to the DEM Duty Officer who 24/7 monitors and maintains the ability to respond to an emergency in the Region.

The Region uses a four-tier emergency level system to determine appropriate notifications as defined in the following table.

Normal Business	
Operational Implications	Normal operations by emergency services or departments.
DEM Support	Routine monitoring by DEM staff and support is available through the Duty Officer 24/7.
Regional Departments & CEMC Notifications	Lead department(s) will follow established notification and escalation procedures through their chain of command.
DEM Notifications	Responding department(s) will follow established internal notification and escalation procedures. DEM will make notifications as required.
Examples	House fire, water main break, motor vehicle accident and road closures.

Level 1	
Operational Implications	Emergencies managed by police, fire and paramedic services and may require a co-ordinated multi-agency response for a short period with the potential to escalate to level 2 or 3.
DEM Support	Routine monitoring by DEM staff and support is available through the Duty Officer 24/7.
Regional Departments & CEMC Notifications	Lead department(s) will follow established notification and escalation procedures through their chain of command. Department Operation Centres (DOCs) may be activated.

Level 1	
DEM Notifications	Responding department(s) will follow established internal notification and escalation procedures. DEM will make notifications as required.
REOC Suggested Staffing	Site Response +/- virtual or possible REOC activation: • REOC Director • Liaison Officer
Examples	Localized power disruptions, severe weather watches & warnings, localized flooding, emergency social services co-ordination and response.

Level 2	
Operational Implications	An abnormal situation that demands prompt co-ordinated actions that may require some multi-agency response with the possibility of opening municipal Emergency Operation Centres (EOCs), the DOCs and/or the REOC. Managed by local municipalities and first responders and may require significant multi-agency resources for long periods of time. This level requires co-ordination, collaboration and/or communications for one or a combination of the following functions: • Effective policy and strategic direction to the emergency; • Support of emergency operations at the site(s); • Consequence management; • Resource management; • Co-ordination of management linkages to the emergency site, DOCs, external agencies and the PEOC; • Co-ordinate and support communications when multiple DOCs and Municipal Emergency Operation Centres (MEOCs) are activated; • Information to the public and news media; and • Business continuity for the rest of the Region.
DEM Support	Enhanced monitoring, or activation of the REOC to support area municipalities. DEM staff may attend as a Liaison Officer as required.

Level 2	
Regional Departments & CEMC Notifications	Lead department(s) will follow established notification and escalation procedures through their chain of command and DEM. DOCs may be activated.
DEM Suggested Notifications	DEM may make the following notifications for the REOC Activation: • Regional Chair & CEO, Regional CAO, Regional Clerk • REOC Staffing Plan Members • DEMPC, DEMWG • Emergency Information • Other Regional Departments and external agencies (as required)
REOC Suggested Staffing	Possible REOC Activation: • REOC Director • Liaison Officer • Emergency Information Officer • Planning Section Chief • Operations Section Chief
Examples	High-rise or large area evacuations, major road(s) washout/closures, large power outage, opening of evacuation centres, major chemical spill, civil disorder.

Level 3	
Operational Implications	The outcome of the impact of an emergency where a community has suffered significant loss or harm with potential loss of life. Requires a multi-agency response with possible activations of multiple municipal EOCs, DOCs and the REOC. May also require a declaration of an emergency. Managed by an area municipality or municipalities with first responders. Likely to exceed municipal and possible regional resources. May also require significant provincial or federal resources for extended periods of time. This level requires co-ordination, collaboration and/or communications for ALL of the following functions:

Level 3	
	- Effective policy and strategic direction to the emergency; - Support of emergency operations at the site(s); - Consequence management; - Resource management; - Co-ordination of management linkages to the emergency site, DOCs, external agencies and the PEOC; - Co-ordinate and support communications when multiple DOCs and MEOCs are activated; - Information to the public and news media; and - Business continuity for the rest of the Region.
DEM Support	Activation of the REOC. DEM staff may attend as a Liaison Officer as required.
Regional Departments & CEMC Notifications	Lead department(s) will follow established notification and escalation procedures through their chain of command and DEM.
DEM Suggested Notifications	DEM may make the following notifications for the REOC Activation: - Regional Chair & CEO, Regional CAO, Regional Clerk - REOC Staffing Plan Members - RCG, DEMPC, DEMWG - Emergency Information - Other Regional Departments and external agencies (as required) - The PEOC if a declared state of emergency
REOC Suggested Staffing	REOC Activation: Level 2 REOC staffing (as above) plus the following: - All REOC functions - External partners as required (other government agencies, neighbouring communities, supporting agencies, utilities representatives and contractors, etc.)
Examples	Nuclear event, public health emergency – pandemic, extended Region wide power outage, severe storm, major earthquake, water system compromised.

Depending on the type and scale of the emergency, the activation level of the REOC may be different from those of other Regional DOCs or MEOCs.

Upon receiving an emergency notification, the DEM Duty Officer will liaise with the notifying service or department and utilize the Emergency Level Notifications table as a tool to assist in establishing the immediate notifications that may be necessary.

6.0 Concept of Operations

Emergency response operations will normally be carried out in two phases - Response Phase and Recovery Phase. It is common for response and recovery activities to overlap when the immediate response to an emergency has taken place and the situation has been stabilized.

6.1 Response Phase

The Response phase includes the actions taken once an emergency has occurred to deal with the immediate effects. In supporting the response, all staff and appropriate plans and actions will adhere to the Standardized Response Goals in the following priority:

1. Provide for the safety and health of responders
2. Save lives
3. Reduce suffering
4. Protect public health
5. Protect critical infrastructure
6. Protect property
7. Protect the environment
8. Reduce economic and social losses

6.1.1 Regional Emergency Operations Centre

While response activities will be based on prearranged plans, procedures and preparations, the DREMP is not intended to be a prescriptive document. It is meant to provide a flexible and scalable Incident Management System (IMS) framework which details the general processes and protocols for the Region and its Departments to respond to an emergency.

IMS is a standardized approach to emergency management encompassing personnel, facilities, equipment, procedures and communications operating within a common organizational structure to bring the situation under control as quickly as possible. It does not replace the need for an effective command structure at the site level. Although IMS was originally a product of site response, it is a model that can be applied in a variety of forums, including EOCs. It provides a response structure that is common to all EOCs including the Provincial, Regional, Departmental and Municipal EOCs. The five

major functions of IMS: Management, Operations, Planning, Logistics and Finance & Administration, can be expanded or contracted to meet requirements as the emergency progresses.

The REOC is a pre-designated location where staff manage the response to an emergency. An alternate REOC or a virtual REOC, which serves the same function as the REOC in the event that the primary location cannot be safely established, is an important consideration in business continuity planning. The location and configuration of the REOCs were carefully considered to facilitate operational efficiency and effectiveness. A virtual REOC can be mobilized in the same way the physical REOC is, but staff fulfil their functions from remote locations through Regional teleworking capabilities and infrastructure.

When it is activated, the function of the REOC is as follows:

- Effective policy and strategic direction to the emergency
- Maintain and support emergency operations at the site(s)
- Consequence management
- Resource management
- Co-ordination of management links to other command/departmental operations centres, external agencies and the Provincial Emergency Operations Centre
- Provide information to the public and the media
- Maintain and support business continuity for the Region
- Implement provincial directives and protective actions/precautionary measures ordered by the province in a provincial emergency

The following IMS chart contains all the sections and units in a fully expanded REOC.

Figure 2 – Regional Emergency Operations Centre IMS Structure
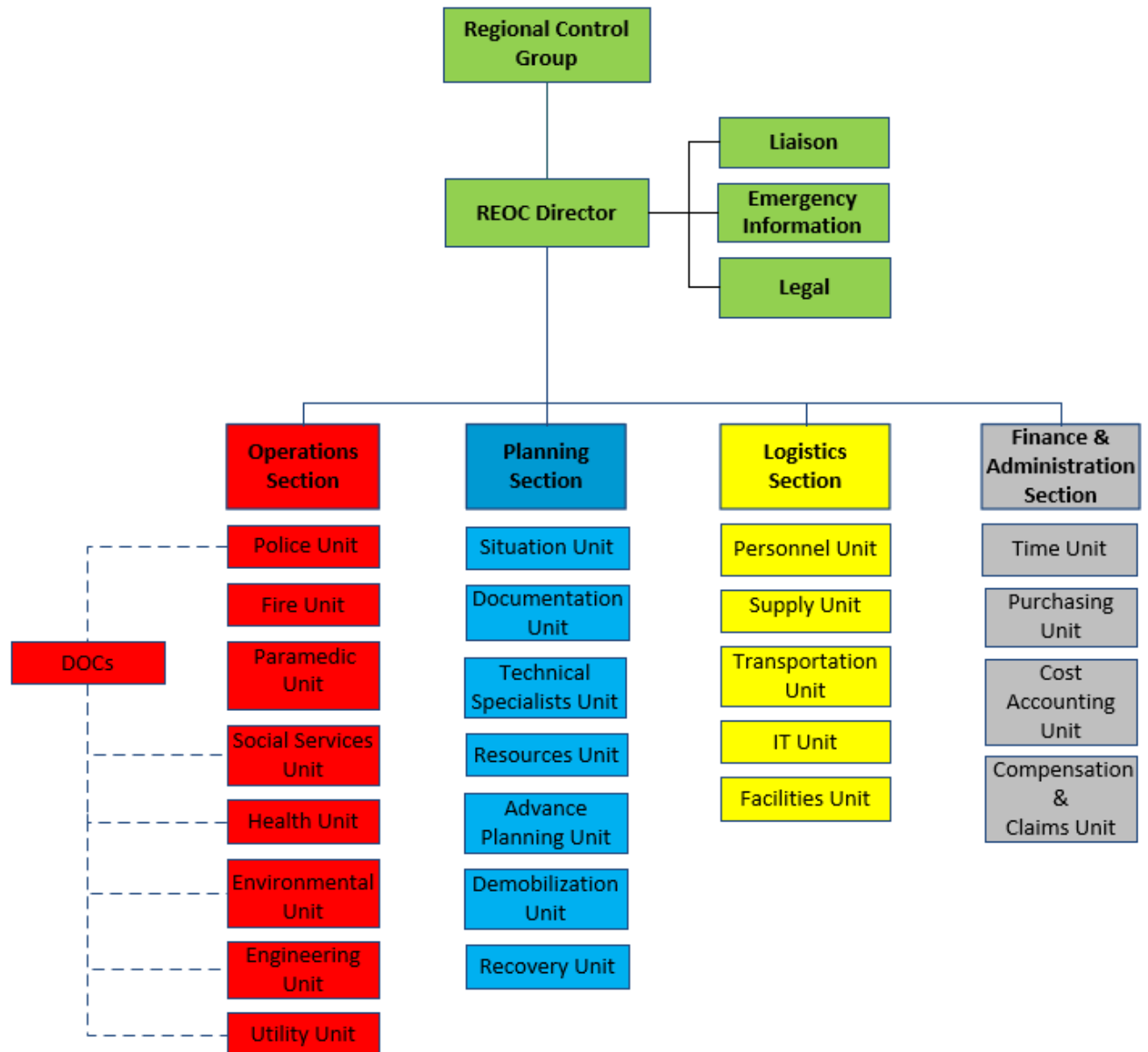
The REOC Director has overall authority and responsibility for the activities of the operations centre, and for ensuring organizational effectiveness. In conjunction with the REOC Management Team, the Director establishes appropriate staffing levels, sets the priorities for each operational period and ensures activities are carried out. The REOC Director must brief the DEMPC and senior officials, ensure effective inter-agency co-ordination and directs appropriate public information in connection with the Emergency Information function.

The pre-determined staffing plan ensures that the REOC is always operationally ready for activation. Staff are required to take pre-requisite training to enable effective and efficient implementation of REOC initiatives through IMS.

6.1.2 Regional Departments Operations Centres

Many Regional departments have operations centres from where they co-ordinate their response during an emergency, such as Durham Regional Police, Emergency Information, Health, Social Services, Transit and Works. When Departments establish their operations centres to provide support during an emergency response, there is a need to centralize and co-ordinate efforts between all Departments. This function is provided by the REOC.

Departments are expected to employ their standard business continuity and business restoration planning principles to ensure the continuity of critical business functions and processes. Daily functions that do not contribute directly to the operation may be suspended for the duration of the emergency. Under the IMS framework, Regional staff can have their normal reporting relationships temporarily modified to support the REOC, DOCs or business continuity needs of the Region or to support other jurisdictions such as the local area municipalities.

6.1.3 Municipal Emergency Operations Centres

Each area municipality has a Municipal Emergency Operations Centre (MEOC) equipped to respond to emergencies in their respective jurisdictions and may also have an alternate MEOC if their primary location is not accessible.

Much like the RCG, a Municipal Control Group (MCG) assembles in the MEOC to gather information, manage any type of local emergency or provide support to another municipality.

6.1.4 Other External Support Organizations

The Region may be supported by external partners such as the school boards, conservation authorities, utilities and other community organizations. Although they play a vital role in the success of the emergency response, each organization also has the responsibility for managing, mobilizing and financially supporting their own emergency operations.

6.1.5 Mutual Assistance Agreements

The EMCPA suggests that municipalities consider making arrangements to assist and receive assistance from, other municipalities. Regional Council has authorized the Regional Solicitor, the Regional Chair, CAO and the Regional Clerk to implement Mutual Assistance Agreements (MAAs) with neighbouring jurisdictions.

The purpose of these agreements is to enable municipalities, in advance of an emergency, to set the terms and conditions of the mutual assistance to be provided or received during an emergency including the provision of qualified personnel, services, equipment and materials. MAAs support a timely and effective response to emergencies as they avoid having to negotiate terms and conditions for assistance under stressful emergency conditions or resolving reimbursements after an event.

MAAs usually include the following terms:

- Any or all costs relating to personnel, services, equipment or materials to be paid by the assisted municipality.
- A detailed invoice supplied to the assisted municipality for payment of costs actually incurred by the assisting municipality.
- Any workers assigned to the assisted municipality to retain their employment or contractual relationship with the assisting municipality.
- Indemnity for the assisting municipality from all claims and insurance for personal injury, public liability and property damage.
- Information sharing relating to specified types of personnel, services, equipment and materials that may be utilized while providing mutual assistance.

Durham Region has negotiated MAAs with neighbouring Regions, counties and cities. Copies of these agreements are held with Legislative Services and DEM.

6.1.6 Financial Assistance

The Municipal Disaster Recovery Assistance (MDRA) program is claims-based and provides financial assistance to help municipalities recover from extraordinary costs after a natural disaster when activated by the province. The MDRA program is administered by the Ministry of Municipal Affairs and Housing (MMAH).

Under the MDRA, a disaster is defined as a sudden, unexpected, extraordinary, natural event that results in eligible municipal costs at least equal to three per cent of a municipality's own purpose taxation levy. Eligible operating costs are those incurred to protect public health, safety and access to essential services. Eligible capital costs are those to repair public infrastructure or property to pre-disaster condition. Costs that are covered by insurance or costs that would have been incurred if the disaster had not taken place (such as regular municipal salary costs) are ineligible under the program.

When a municipal council believes that the municipality has experienced a disaster that could be eligible under the program and wishes to apply, the municipality is required to submit a resolution of council and initial claim within 120 calendar days from the date of the onset of the disaster. Following the receipt of the resolution, initial claim and

supporting documentation, the Minister of MMAH determines whether to activate the program. If the program is activated, the province and municipality enter into a grant agreement.

The Ontario government also offers a separate program, Disaster Recovery Assistance for Ontarians (DRAO), to assist homeowners, residential tenants, small owner-operated businesses, farmers and not-for-profit organizations affected by a natural disaster. The Minister of MMAH may activate this program in the event of a natural disaster. DRAO is administered by the province and, a municipal request is not required to activate the program.

6.2 Recovery Phase

Recovery planning is a process of returning individuals, businesses and communities back to normal or near normal after an emergency. It identifies issues, co-ordinates resources, details inter-departmental co-ordination, ensures information is accurate and works to restore critical business functions and processes in a safe and timely manner. These actions would include assessing and dealing with the short and long-term effects once the immediate threat to life and property has passed.

The recovery planning team must ensure there is a co-ordinated process of supporting affected communities in the reconstruction of the physical infrastructure, environmental clean-up, return of evacuees, emergency financial assistance and restoration of emotional, social, and physical wellbeing. It provides an accountable, transparent process that ensures recovery services are accessible and applied in a consistent manner Region-wide.

The recovery process starts when directed by the RCG and the timing would be determined by the nature of the emergency. It is expected that all Regional Departments will take a lead or a partnership role in any emergency relating to their direct field of expertise. To begin the recovery and restoration process, working groups may be formed to deal with various aspects of community assistance. These could include, but are not limited to:

- Emergency social services
- Public health and health care
- Mass fatalities management
- Physical infrastructure damage
- Information technology and communications
- Debris and waste management
- Traffic network management
- Volunteer management

- Financial and material donations management
- Financial assistance resources and accountability
- Supply chain recovery
- Business and private sector recovery
- Recovery emergency information management

The recovery phase is the ideal time to consider mitigation strategies. By incorporating new mitigation strategies, the impact of a similar emergency in the future may be reduced.

7.0 Acronyms

Acronym	Long Form
CAO	Chief Administrative Officer
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosives
CEMC	Community Emergency Management Coordinator
CEO	Chief Executive Officer
CI	Critical Infrastructure
DEM	Durham Emergency Management
DEMPC	Durham Emergency Management Program Committee
DEMWG	Durham Emergency Management Working Group
DOC	Departmental Operations Centre
DNERP	Durham Nuclear Emergency Response Plan
DREMP	Durham Region Emergency Master Plan
DRAO	Disaster Recovery Assistance for Ontarians
DRPS	Durham Regional Police Service
EC	Evacuation Centre
EM	Emergency Management
EMCPA	Emergency Management and Civil Protection Act
ESFs	Emergency Support Functions
EWC	Emergency Workers Centre
HIRA	Hazard Identification and Risk Assessment
IC	Incident Commander
IMS	Incident Management System
LERP	Liquid Emissions Response Plan
MAA	Mutual Assistance Agreement
MDRA	Municipal Disaster Recovery Assistance
MEOC	Municipal Emergency Operations Centre
MMAH	Ministry of Municipal Affairs and Housing
OFMEM	Office of the Fire Marshall & Emergency Management
PEOC	Provincial Emergency Operations Centre
PNERP	Provincial Nuclear Emergency Response Plan
RC	Reception Centre
RCG	Regional Control Group
REOC	Regional Emergency Operations Centre
RSIs	Response Specific Instructions
RSPs	Risk Specific Plans
SOLGEN	Ministry of the Solicitor General
SOPs	Standard Operating Procedures

8.0 Record of Amendments

The table below outlines the amendments to the DREMP.

Date	Description of Amendment	Amendments Made By
November 24, 2004	Durham Region Emergency Master Plan – original issue	G. Reidt, Coordinator Plans & Operations
September 17, 2007	First master plan revision: • Updated graphics, notification categories, and Durham Region Transit responsibilities. • Updated definition listing. • Removal of any Joint Information Centre references.	G. Reidt, Emergency Management Coordinator
March 2015	Restructured, revision (draft); approved by Council June 2015	W. Leonard, Director
August 2016	Annual Review	J. Byard
September 2017	Annual Review	C. Goff
January 2018	Annual Review and Revisions	W. Leonard
November 2019	Annual Review	J. Eng
July 2020	Annual Review and Revisions	J. Eng

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