



# The Regional Municipality of Durham Emergency Management Office

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Durham Region Emergency Master Plan

## Record of Amendments

The table below outlines the amendments to the Durham Region Emergency Master Plan, including the date, description and the person who amended the plan.

Date of Amendment	Description of Amendment	Amendments Made By (Name and Title)
November 24, 2004	Durham Region Emergency Master Plan – original issue	Gordon Reidt, Coordinator Plans & Operations
September 17, 2007	First master plan revision: <ul style="list-style-type: none"> <li>• Updated graphics, notification categories, and Durham Region Transit responsibilities.</li> <li>• Updated definition listing.</li> <li>• Removal of any Joint Information Centre references.</li> </ul>	Gordon Reidt, Emergency Management Coordinator
March 2015	Restructured, revision (draft)	Warren Leonard, Director
June 2015	Approved by Council	
August 2016	Annual Review	John Byard
September 2017	Annual Review	Cheryl Goff
January 2018	Annual Review and revisions	Warren Leonard

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## Durham Region Emergency Master Plan

Durham Region is comprised of eight (8) area municipalities and covers an area of approximately 2,537 square kilometers with a population of over 656,000 residents. The majority of residents are located in the southern portion of the Region along Lake Ontario.

The Durham Region Emergency Master Plan 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 within Durham Region. This Master Plan also provides the framework and flexibility for the provision of emergency support services to other municipalities both within, and outside of Durham Region.

### Introduction and Overview

In accordance with the *Emergency Management and Civil Protection Act, R.S.O., 1990, Chapter E.9, s.2.1* municipalities shall develop and implement an emergency management program, adopted by by-law, consisting of:

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

The Durham Region Emergency Master Plan (DREMP) establishes a framework document for responding to any type of emergency and outlines the Region's policy for emergency management, emergency plans structure, response strategies and concept of operations.

The Durham Region Emergency Master Plan (DREMP) describes the emergency organization to be implemented within Durham Region and will be regularly maintained by the Durham Emergency Management Office (DEMO). The Emergency Master Plan will be reviewed annually and updated from time to time as deemed necessary.

Local municipal plans, departmental plans and implementing procedures must conform to this document in accordance with the *Emergency Management and Civil Protection Act, R.S.O., 1990 s.5*.

Under the authority of Provincial Nuclear Emergency Response Plan (PNERP), the Regional Municipality of Durham is "designated" and therefore mandated to have a Nuclear Emergency Response Plan for the Darlington and Pickering Nuclear Generating Stations, in conformity with the PNERP. DEMO has implemented and maintains an ongoing nuclear

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emergency management program consisting of plans, training, exercises and public education to address this specific risk as required, and as such the Durham Nuclear Emergency Plan is a 'risk-specific' plan.

Copies of the Master Plan will be made available to the public, according to the *Emergency Management and Civil Protection Act, R.S.O., 1990, c.E.9, s.10*.

The Durham Region Emergency Master Plan is a key component of the overall emergency management program for Durham Region. The program is based on the five pillars of emergency management, as described by the Ontario Fire Marshal and Emergency Management, Ministry of Community Safety and Correctional Services.

**Prevention:** Actions taken to prevent the emergency itself can greatly diminish the response and recovery activities required for certain emergencies.

**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 prior to an emergency or disaster to ensure as an effective response as possible, including plans, training, exercises, public education, alerting and notification systems, procedures, organization, infrastructure protection and standards.

**Response:** Measures taken to respond to an emergency. The aim of these measures is to ensure that a controlled, coordinated and effective response as possible is quickly undertaken at onset of an emergency to minimize its impact on public safety. As response activities begin to taper off, the operational focus begins to transition from response to recovery.

**Recovery:** Measures taken to recover from an emergency or disaster. The aim of these measures is to assist individuals, businesses and communicates to return to a state of normalcy. Recovery measures include environmental clean-up, return of evacuees, emergency financial assistance and psycho-social counselling.

## **Overview of the plan structure**

The Durham Emergency Plan structure, which is illustrated as Figure 1, consists of the following:

### **Durham Region Emergency Master Plan**

The Master Plan is an “umbrella” document for the Durham Region Emergency Support Functions and risk-specific plans. The Master Plan (this document) prescribes the structure and the framework for the Durham Region emergency response organization. The structure and responsibilities of this organization are described in Section 4.

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The Master Plan is informed by Regional and local Hazard Identification and Risk Assessments and critical infrastructure inventories. As with the Master Plan, these documents support the legislated municipal Emergency Management Program, the Nuclear Plan, and other risk specific plans.

### **Emergency Support Functions**

The Master Plan is supported by various ‘Emergency Support Functions’ that include the following documents:

- Emergency Level Notifications
- Roles and Responsibilities
- Incident Management System
- Regional Emergency Operations Centre
- Emergency Information
- Emergency Social Services
- Water Supply Management
- Waste Water
- Traffic Management
- Recovery

The above Regional Plans and Emergency Support Functions are, in turn, supported by the procedures of participating Regional Departments, local municipalities, school boards, non-governmental agencies, etc., which describes how each respective organization, will respond to an emergency through their own internal emergency management structure within their own organizational jurisdiction.

The Master Plan and the emergency supporting plan structure can lead to the creation of detailed implementing procedures and checklists for use at the operational levels.

### **Durham Region Risk-specific plans**

The Master Plan is supported by various risk-specific plans that include the following documents:

#### **Durham Nuclear Emergency Response Plan (DNERP)**

The Durham Nuclear Emergency Response Plan (DNERP) describes off site response actions to be taken in the event of a nuclear emergency as defined under the Provincial Nuclear Emergency Response Plan (PNERP) at either the Pickering or Darlington Nuclear Generating Station.

The Nuclear Plan prescribe various actions dealing with particular aspects of nuclear emergencies such as,

- Public Alerting

- Nuclear Notifications
- Evacuation and Sheltering
- Reception Centres
- Emergency Workers Centre
- Potassium Iodide tablet (KI) Distribution

The Liquid Emission Response Plan (LERP) applies to liquid radioactive emissions where the main radiation exposure pathway is through waterborne contamination and there is no potential for reactor core damage.

### **Flood Emergency Plan**

The Flood Emergency Plan describes actions to be taken by the local conservation authorities in the event of a flooding emergency within the 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 to support the Health Department in the event of an influenza pandemic 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 to support the Health Department in the event of an infectious disease outbreak in Durham Region.

### **Power Outage Plan**

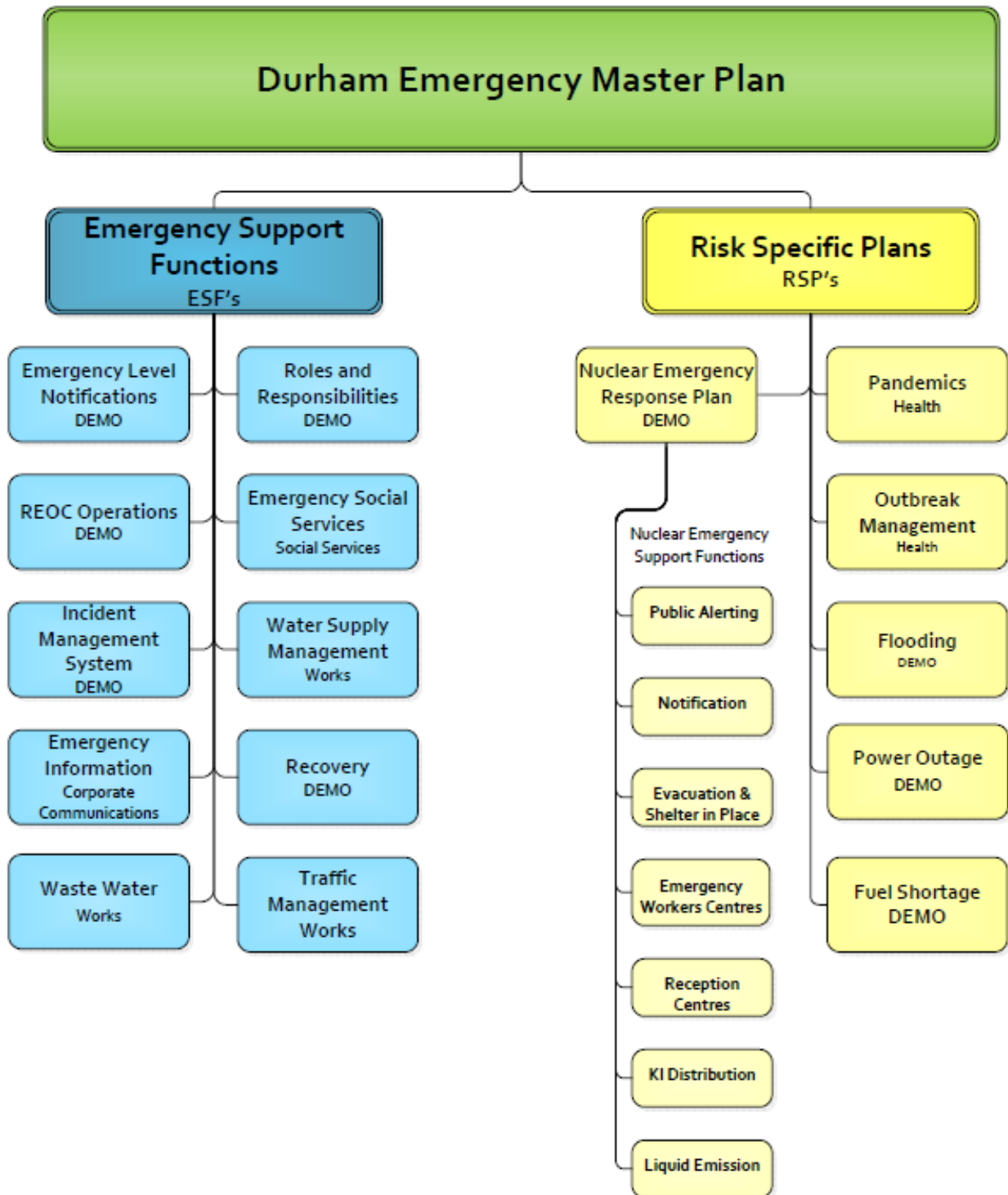
The Power Outage Plan was created and is maintained by Durham Emergency Management Office. It describes the roles and actions to be taken to guide the regional response to a protracted power outage in Durham Region.

### **Fuel Shortage Plan**

The Fuel Shortage Plan was created and is maintained by Durham Emergency Management Office. 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.

Figure 1 - Flowchart of Plan Structure

**Region of Durham – Emergency Plan**  
 Emergency Support Functions and Risk Specific Plans - Identification of Lead Departments





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## Section 1.0      General

### 1.1 Purpose

The purpose of the Master Plan is to establish uniform policies, strategies and a concept of operations for a planned, coordinated, effective response to natural and human-caused emergencies within the Region of Durham. Emergencies can vary in size and severity and may affect localized businesses, residential areas or the general welfare of the residents of Durham Region.

This Master Plan establishes a framework for an effective system of emergency management to accomplish the following four specific purposes:

- 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, the property and infrastructure affected by the emergency.
- To respond to all emergencies using all existing systems, plans and resources necessary to preserve 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 (upper and lower tiers).

### 1.2 Scope

The framework of the Master Plan is designed to prepare for any type of emergency that could affect the residents of Durham Region. The Master Plan also establishes Durham Region's emergency management structure under which the region and local municipalities will operate in response to natural or human-caused emergencies by:

- Using a consistent coordinated concept of operations spanning the direction and control of an emergency from initial monitoring through response and recovery.
- Using the area municipal, Regional and other agency coordination mechanisms.
- Assigning specific supporting functional responsibilities to appropriate Regional Departments, area municipalities, and other participating organizations.
- Identifying the actions that the Region, area municipalities and other organizations will take in coordination with provincial and federal counterparts as appropriate.

There are eight area municipalities within Durham Region. Each has the individual responsibility for providing response resources to an emergency situation within their jurisdiction by providing the initial response resources and personal capabilities of their own municipality.

If the activation of, and the implementation of respective local municipal plans are insufficient to respond to a disaster, the corresponding Municipal Emergency Operations Centre (MEOC) may request assistance from the Region of Durham.

The Master Plan is not intended to supersede area municipal plans, but rather to support and supplement those plans with the provision of Regional assistance and resources, when requested.

Under the Emergency Management and Civil Protection Act, 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. Area municipal plans and procedures must conform to, and be compatible with the Regional tier Master Plan. The Regional plan has been designed as a Master Plan to:

- Prescribe the emergency organization and framework.
- Indicate the emergency response management to be implemented.
- Provide guidance and direction for staff using this and other emergency support documents and procedures within the Durham Region.

Stand-alone Risk-Specific Durham Region plans are designed to support the Master Plan in a reciprocal relationship.

### 1.3 Legal Basis and Requirement

This Master Plan, Emergency Support Functions and Risk-Specific plans have been developed under the authority of Regional Council as per the Durham Region Emergency Management By-law 36-2015, to establish and adopt an emergency management program, and may be updated without amendments to this by-law.

This Master Plan is part of the Durham Region prescribed emergency management program adopted by Regional Council under By-law 37-2015.

This Master Plan is filed with Ontario Fire Marshal and Emergency Management (OFMEM), Ministry of Community Safety and Correctional Services per the *Emergency Management and Civil Protection Act, R.S.O., 1990* requirements.

### 1.4 Legal Powers and Liability

The Regional Chair and CEO, or designated alternate, may declare an emergency in the Region of any part thereof in response to any emergency event within Durham Region (refer to Emergency Management and Civil Protection Act.)

The Regional Chair and CEO may take such action and make such orders as he/she considers 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.

All employees of Durham Region, the municipalities of Ajax, Brock, Clarington, Oshawa, Pickering, Scugog, Uxbridge, Whitby, various boards (as defined in Section 278 of the Municipal Act, 2001) and Police Services are hereby authorized to take action to implement this Plan or its Regional or Departmental Support Plans, where such action is considered necessary even though an emergency has not yet been formally declared.

The Chief Administrative Officer (CAO) of Durham Region, designated alternate (hereinafter referred to as the “CAO”), the Director of Emergency Management, or member of the Regional Control Group may activate the response structure set out in this Plan where such action is considered necessary, and before the official declaration of the emergency by the Regional Chair or designate. (Emergency Management and Civil Protection Act, s.9 (a).)

The Emergency Management and Civil Protection Act 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 the Durham Region and/or of 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 Master Plan, or in connection with an emergency.

For outbreaks or any other Health emergency, the Commissioner and Medical Officer of Health (MOH) will take the lead in managing the emergency using the powers vested in him/her under the Health Protection and Promotion Act, R.S.O., 1990 [Part 111, Section 13(1)] during emergency situations.

## 1.5 Declaration / Termination of an Emergency

The Regional Chair and CEO, under the Emergency Management and Civil Protection Act, s.4, may declare that an emergency exists in Durham Region or any part thereof and shall immediately advise the appropriate Heads of Council or designate of an area municipality that he/she has formally declared a Regional emergency.

Consultation will take place with the Regional Control Group and the appropriate area Municipal Control Group before this declaration.

In accordance with the Emergency Management and Civil Protection Act, s.4 (3), the Regional Chair and CEO shall immediately inform the Solicitor General as well as the Ministry of Community Safety and Correctional Services. A copy of the signed declaration, will be faxed to the Duty Officer at the 24/7 Provincial Emergency Operations Centre (PEOC) and a media release will be issued.

For a nuclear emergency, the Province will declare a Provincial emergency. The Regional Chair and CEO and area municipalities may also declare an emergency.

In accordance with the Emergency Management and Civil Protection Act, 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 Ministry of Community Safety and Correctional Services (MCSCS), the Regional Council and issue a media release.

The Premier of Ontario may at any time declare that a municipal emergency has terminated (Emergency Management and Civil Protection Act, s.4(4)).

## 1.6 Plan Maintenance and Administration

The Regional Municipality of Durham shall be responsible for the implementation and administration of the Master Plan through the Durham Emergency Management Office (DEMO).

Each agency and municipality tasked with responsibilities under this Plan will be responsible for developing their individual plans and operating procedures for the staff in their organization to address those assigned tasks.

All comments or suggestions relating to this plan shall be addressed to:

Durham Emergency Management Office  
The Regional Municipality of Durham  
Box 623, 605 Rossland Road East  
Whitby, ON  
L1N 6A3

The Master Plan will be revised and updated in coordination and consultation with those parties having responsibilities under this plan, in accordance with Regional emergency plan by-law and generally accepted practises/procedures.

## Section 2.0 Planning Assumptions

Durham Region is subject to severe weather such as blizzards, floods, major fires as well as other hazards and risks such as fires, transportation accidents, spills, etc., that could cause varying impacts to public safety, property damage, and economic loss. A Regional Hazard Identification and Risk Assessment (HIRA) as described in Section 3.

The successful implementation of this Master Plan is dependent upon the availability and the coordination of area municipal and Regional resources, including personnel and their ability to procure additional resources.

The following assumptions form the basis of this Plan:

- Local municipalities will respond to and will be in charge of emergencies within their jurisdictions. They may request support from Durham Region. In turn, the Region may request support from local municipality's resources.
- If one municipality or a number of municipalities are overwhelmed by the emergency, upon consultation with the Regional Chair and CEO, a Regional emergency may be declared.
- Area municipalities will commit available resources to respond to an emergency, save lives and minimize injury and damage to property and infrastructure. Additional resources may be requested through the Provincial Operations Centre, if warranted.
- Many emergencies/ disasters can occur with little to no warning allowing little time for preparedness.
- Area municipalities each have designated Community Emergency Management Coordinators (CEMC's) who will execute their assigned responsibilities under this Plan and the Emergency Management and Civil Protection Act.
- All municipal and agency emergency preparedness planning and coordination will be compatible with the policies and procedures of Regional plans. (Emergency Management and Civil Protection Act, s.5.)
- In support of this Plan, the primary and supporting agencies of each Emergency Support Function have developed emergency operating procedures for their own staff and have trained to those procedures.
- Local emergency response personnel could experience damage or loss to their homes and personal property and could themselves be the victims of disaster.
- Citizens and response organizations from other cities and provinces may send available resources in response to the disaster if requested and conditions allowed.
- Existing Regional plans that provide additional resources, prearranged agreements or additional procedures, may be activated to support the emergency response effort.
- While the probability of a nuclear emergency is very low, the effects on the residents of Durham Region could be severe. Therefore, detailed planning must be undertaken at all levels for such an event, per Emergency Management and Civil Protection Act, s.8.
- Municipalities will work collaboratively with Durham Region on such issues as Emergency Declarations or Terminations, Action Plans, Situation Reports, emergency news releases/media advisories/Public Service Announcements (PSAs) and the issuance of public information during an emergency.

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## Section 3.0 Hazard Identification and Risk Assessment (HIRA)

### 3.1 Regional Vulnerability

Durham Region is made up of 8 area municipalities and covers an area of approximately 2,530 square miles with a current population of over 656,000 residents. The majority of residents are located in the southern portion of the Region. Along Lake Ontario there are major rail, road, transportation and pipeline corridors.

Durham Region is home to a number of special facilities/populations that need to be considered during any type of emergency event. Special facilities are those that would be, in effect, more vulnerable to the effects of given hazards than general facilities or the general population.

This Master Plan, along with the Emergency Support Functions, were developed as an all-hazards plan for Durham Region and is based on a hazard identification and risk assessment (HIRA).

Durham Region is vulnerable to hazards in the following broad categories:

- **Natural Hazards:** those hazards that are caused by the forces of nature, and are generally naturally occurring events including, but not limited to: floods, tornados, hurricanes and other severe weather such as ice and snow storms.
- **Human-Caused Hazards:** those hazards which result from direct human action or inaction, either intentional or unintentional. These tend to be accidental and include chemical spills, explosions or leaks, train derailments, plane crashes, public transit crashes, multi-car pileups and power outages.
- **Technological Hazards:** those hazards that arise from the manufacture, transport and use of such materials as chemicals, explosives, flammables, modern technology and critical infrastructure, computer technology, telecommunications and other IT issues

In addition, the two nuclear power generating stations in Durham Region (one each in Pickering and Clarington) are addressed by the Provincial Nuclear Emergency Response Plan (PNERP) and are specifically included in the Durham Nuclear Emergency Response Plan (DNERP).

### 3.2 Hazard Identification and Risk Analysis (HIRA)

The Durham Emergency Management Office is legislated under the Provincial Emergency Management and Civil Protection Act (R.S.O. 1990, chapter E.9) with implementing an emergency management program. A community hazard identification and risk assessment forms the basis for the Emergency Management Program and must be reviewed annually as part of the EMPCA compliance requirements.

The purpose of the Hazard Identification and Risk Assessment (HIRA) is to understand what risks or threats to public safety, property or the environment exist in the Region of Durham and to assess their impact. Completing a hazard identification and risk assessment determines the priorities of the Regional emergency management program. Understanding the risks allows for the prevention, mitigation, preparedness, response to and recovery from these threats.

### 3.3 Hazard Identification and Risk Assessment Process

There are four steps to create and maintain a Hazard Identification and Risk Assessment:

- 1) Hazard Identification
- 2) Risk Assessment – frequency and consequence
- 3) Risk Analysis
- 4) Monitor and Review annually for change in frequency and/or consequence

**Figure 2 - Hazard Identification and Risk Assessment Process**



### 3.4 Methodology

The 2015 Hazard Identification and Risk Assessment follows methodology recommended by the Ontario Fire Marshal & Emergency Management, Ministry of Community Safety and Correctional Services. It examined 38 potential hazards derived from provincial hazards, identified by OFMEM. The level of risk for each hazard was examined, past occurrences researched and possible scenarios reviewed. The likelihood of the hazard occurring and the potential impacts of the hazard on people, property, the environment, business and finance and critical infrastructure were analysed. The HIRA is reviewed annually, and revised every 5 years.

### 3.5 Prioritized Risks

The HIRA processes results in a prioritized list of risks for the Regional Municipality of Durham and were determined to be:

- Transportation emergency:
  - Air
  - Rail
  - Road
  - Marine
- Energy supply emergency
- Severe weather
  - Snow storms and blizzard
  - Ice storm
  - Lightning
  - Extreme temperature (heat or cold)
  - Tornado, wind storm, hurricane
- Hazardous materials incident
- Explosion/fire
- Major flood
- Human health emergency
- Critical infrastructure failure
- Nuclear emergency

### 3.6 Critical Infrastructure

In Ontario, critical infrastructure is defined as:

“... the interdependent, interactive, interconnected networks of institutions, services, systems and processes that meet vital human needs, sustain the economy, protect public safety and security and maintain a continuity of and confidence in government.” [Ontario Critical Infrastructure Assurance Program (OCIAP)].

Critical infrastructure is the basic structural foundation of a society or an enterprise. It is the assets or systems that, if disrupted or destroyed, could have a critical 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.

Nine broad sectors of critical infrastructure are identified by the Ontario Fire Marshal & Emergency Management to help define the types of infrastructure in each municipality.



In Durham Region, our 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 categories. The nine sectors identified are as follows:

- 1) Food and water
- 2) Electricity
- 3) Telecommunications systems
- 4) Finance
- 5) Oil and gas
- 6) Transportation
- 7) Continuity of Government
- 8) Public Safety
- 9) Health

Each of the broad sectors of the critical infrastructures identified above must be prioritized in Durham Region and in each area municipality. Each area municipality should designate their infrastructure according to their individual needs.

It is the responsibility of each municipality to designate their public and private infrastructure that is critical to maintaining their own municipal operations within their own jurisdiction.

Critical infrastructure owned by the Region of Durham includes:

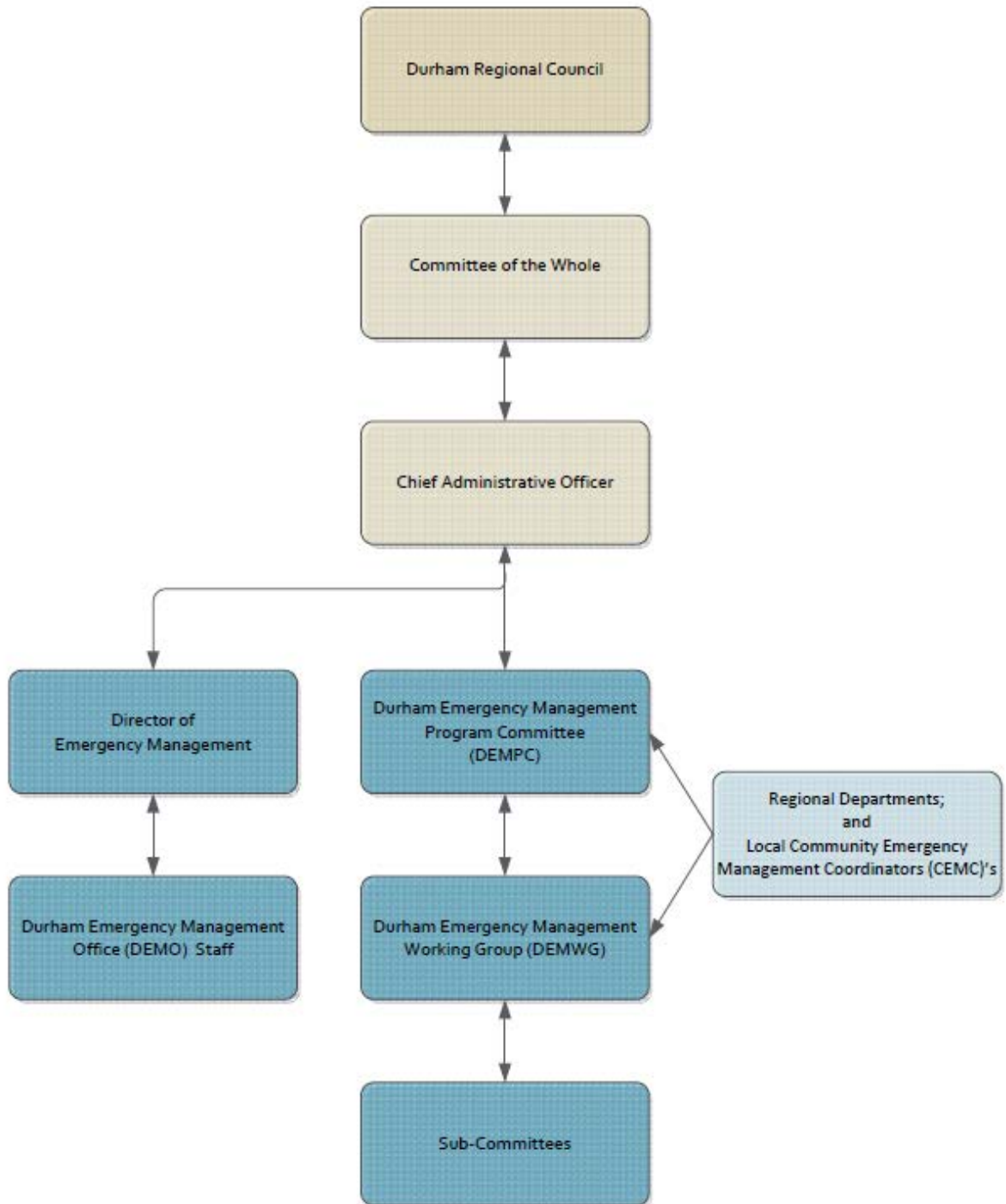
- Regional government buildings
- Drinking water supply and sewer systems
- Regional emergency services facilities and operations
- Emergency management facilities
- Regional roads
- Transportation services
- Long-term care facilities
- Waste management facilities
- Child care services

Section 4.0 Region of Durham Emergency Management Organization

Figure 3 - Organizational Chart for Committees and Subcommittees

# Region of Durham Emergency Management

Organization Structure



#### 4.1 Region of Durham Emergency Management Structure

The overall structure of the Region of Durham emergency management organization is shown in Figure 3.

##### **Durham Emergency Management Program Committee (DEMPC)**

The *Emergency Management and Civil Protection Act, RSO 1990, c E. 9. O Reg. 380/04 s.11* 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 coordinating body to facilitate inter-departmental and municipal level coordination and cooperation regarding the comprehensive emergency management program.

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

- Chief Administrative Officer of Durham Region
- CAO of Each municipality within Durham Region
- Chief of Police
- Regional Fire Coordinator
- Commissioner & Medical Officer of Health
- Chief, Emergency Medical Services
- Commissioner of Social Services
- Commissioner of Works
- Commissioner of Corporate Services
- General Manager, Durham Region Transit
- Director of Corporate Communications
- Director of Emergency Management, and
- Other organization representatives as determined by the Chair

The Durham Emergency Management Program Committee is intended to provide executive leadership for the Director of Emergency Management in the development and implementation for a coordinated emergency management program by:

- Assisting in achieving and in sustaining the coordination between various levels of government, support agencies and non-governmental agencies.
- Assisting Regional departments in undertaking assigned emergency functions and to prepare their own departmental emergency plans.
- Tasking special projects and inter-departmental planning issues to subcommittees/working groups.
- Prescribing the roles and responsibilities of Regional employees in emergency management.

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The DEMPC 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 Ontario Fire Marshal and Emergency Management.
- A representative from Ontario Power Generation.

### **Durham Emergency Management Working Group (DEMWG)**

The Durham Emergency Management Working Group (DEMWG) has been established to provide Durham Region with a coordinating body to facilitate inter-departmental and municipal level coordination and cooperation regarding the mitigation, preparedness, response and recovery operations of the Region's comprehensive emergency management program.

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

- Community Emergency Management Coordinators – eight municipalities
- Regional CAO's Office – Director of Corporate Policy & Strategy
- Durham Regional Police – Emergency Measures Liaison
- Health – Environment, Inspection, EMS
- Social Services – Emergency Services Coordinator
- Works – Compliance, Roads, Water & Sewer, Facilities
- Transit – Deputy General Manager
- Corporate Services – OHS, HR, IT, GIS
- Finance – Risk Management
- Corporate Communications – Director
- Durham Emergency Management Office
- Others representatives to be invited to attend/join as determined by the Chair

### **Durham Emergency Management Office (DEMO)**

The Durham Emergency Management Office, under the Director of Emergency Management, is responsible for the development and coordination of a comprehensive emergency management program for Durham Region.

## **4.2 Durham Region Emergency Management Response Organization**

The *Emergency Management and Civil Protection Act, RSO 1990, O. Reg. 380/04 s.12* requires municipalities to have an Emergency Control Group to direct the response to an emergency, including implementation of the emergency plan.

During a response to an emergency event, the Region is able to shift into a response mode utilizing an established Regional Control Group (RCG) to manage the response

to a region-wide event, or it may be requested to convene in the Regional Emergency Operations Centre (REOC) to support a local municipal emergency.

The RCG is also responsible for implementing Provincial directives and protective actions/precautionary management ordered by the Province in a Provincial emergency.

The Regional Control Group consists of the following staff or their designated alternates:

- Regional Chair and CEO (the Executive Authority)
- Chief Administrative Officer (RCG Manager)
- Chief of Police
- Regional Fire Coordinator
- Commissioner and Medical Officer of Health
- Director/Chief Emergency Medical Services
- Commissioner of Corporate Services
- Commissioner of Social Services Department
- Commissioner of Works
- General Manager of Durham Transit
- Director of Corporate Communications
- Director, Emergency Management Office
- Other appropriate representation as necessary may be included to manage or support the response effort.

## **Section 5.0      Emergency Levels and Notification**

### **5.1 General**

The Regional Emergency Levels and Notification Emergency Support Function defines a process to inform Regional Departments (including the Regional Chair and CEO and the CAO) and the appropriate area municipal jurisdictions in Durham Region that a coordinated emergency response is necessary or has the potential to require their assistance. They are also advised of the current situation and any initial response actions taken or to be taken by any local municipality, Durham Region and/or the Province.

The Municipal Control Group of the affected municipality will take the lead role, with assistance from the Regional Emergency Operations Centre. Appropriate Municipal and Regional Staff will be notified with to report to be available if required.

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. Regional response at the site will follow the Incident Management System (IMS) model of response.

Assistance with an emergency response may require the activation of mutual assistance agreements (MAA's) with response agencies and MAA's with neighbouring municipalities. The Provincial and Federal government may provide additional support if requested, or in the case of a nuclear emergency, provide full direction from the Provincial Emergency Operations Centre.

## 5.2 Emergency Levels

Classification	Regional Response Levels	DEMO Action Taken
<b>Day-to-day operations</b>	Normal response by operating departments.	No action required.
<b>Level 1 Routine Emergencies (Municipal Advisory)</b>	Emergencies Managed by police, fire and/or EMS (first responders only). May require multi-agency response for short period. Potential to escalate to Level 2.	Routine monitoring by DEMO staff is advised.
<b>Level 2 Major Emergency (Municipal Emergency)</b>	An abnormal situation that demands prompt coordinated actions that may require some multi-agency response with the possibility of opening a municipal emergency operations centre. Managed by local municipalities and first responders. May require significant multi-agency resources for long periods of time.	Enhanced monitoring or activation of the REOC to support area municipalities.
<b>Level 3 Disaster (Municipal and/or Regional Emergency)</b>	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 the activation of a municipal emergency operations centre and may require a Declaration of Emergency. Managed by an area municipality or municipalities with first responders. Likely to exceed municipal and possible Regional resources. May require significant Provincial or Federal resources for extended periods of time.	Full activation of the REOC.

**Response Actions – Regional Events:**

For natural and human-caused events excluding nuclear, Durham Region uses standardized response depending on the emergency classification. The level of response will be determined by existing Regional procedures or through consultation in the REOC with the Regional Control Group and the local Municipality.

Note: for a nuclear emergency, Regional response actions are more defined and prescribed. The details of a nuclear response are found in the risk-specific Durham Nuclear Emergency Response Plan (DNERP).

**Section 6.0 Concept of Operations****6.1 General**

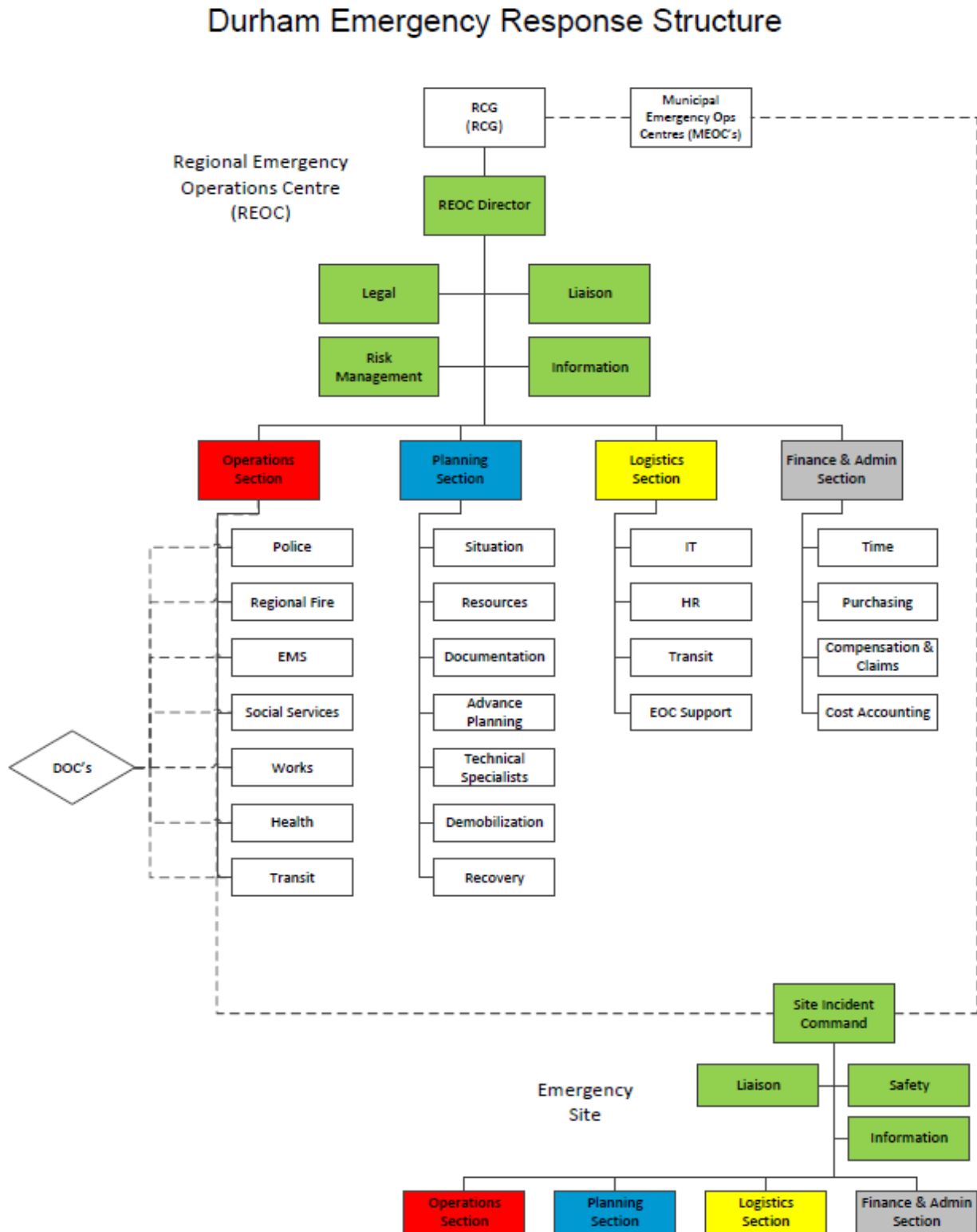
Emergency Response operations will normally be carried out in two phases for natural or human-caused hazards, i.e., Response Phase and Recovery Phase.

**Response Phase** – Response includes the actions taken once an emergency has occurred to deal with the immediate effects. This can include mitigation efforts expended at all locations and sites supporting the emergency effort. Such actions by the Regional Control Group or lead departments will be mainly based on prearranged plans, procedures and preparations. The Incident Management System for Ontario has been adopted as the management model in the Region of Durham, as shown in Figure 4.

**Recovery Phase** – Recovery or restoration includes all the efforts necessary to restore a municipality/Region to normal after a natural or human-caused emergency has occurred. This includes the actions required to assess and deal with the short and longer-term effects after the impact has passed. (See: Recovery Emergency Support Function.)

It is expected that Regional operating Departments will take a lead or a partnership role in any emergency relating to their direct field of expertise. As examples, for outbreaks and other health emergencies, the Commissioner of Health / Medical Officer of Health will provide the lead role, Works Department will take a lead role for water or Regional infrastructure emergencies etc.

Figure 4 - Flowchart of the Incident Management System (IMS) Implementation in Durham Region





## 6.2 Incident Management System (IMS) in Regional Emergency Operations Centre

The Incident Management System (IMS) is a standardized model used to manage resources during a response to emergency incidents, planned or unplanned. Although IMS was originally a product of site response, it is a model that can be applied in a variety of forums, including emergency operations centres. It provides a response structure that is common to all emergency operations centres including the Provincial, Regional, Department and Municipal Emergency Operations Centres. It is a simple model that allows the organizational flexibility to upscale or downscale supporting resources as needed.

The Province of Ontario has developed an Incident Management System Doctrine for Ontario. This guidance document outlines how the Incident Management System will work for the Province of Ontario and is consistent with international best practices. The standardized IMS is modelled after the North American emergency management standards and recommended best practices that draw substantially from the National Fire Protection Association (NFPA) 1600, the US National Incident Management System (NIMS) and Canadian Standards Association (CSA) 1600.

Details of the Incident Management System can be found in the IMS Emergency Support Function.

### **Regional Emergency Operations Centre**

- The Regional Emergency Operations Centre (REOC) is the location from which the Region will coordinate its response to an emergency. The details of the REOC can be found under the REOC Emergency Support Function.

### **Regional Departments Operations Centres (DOC's)**

- Many Regional Departments have their own Operations Centres to be prepared to act as a lead agency such as Durham Regional Police, Health or Works Department, or play a major supporting role, such as Social Services, Works Department, Durham Transit and Emergency Information.
- For outbreaks and other Health emergencies, the Commissioner of Health / MOH will provide the lead role from the HOC. The MOH will be supported by the RCG and will ensure that the critical health services are maintained.
- As a supporting agency, Social Services is responsible for the coordination and the operation of Evacuation and Reception Centres from the Social Services Operations Centres (SSOC). The SSOC supports the Regional Control Group by ensuring that people obtain the basic necessities of life during emergencies.

- Durham Regional Police, Health Department, Works and Social Services Department, and Durham Transit are represented in the REOC to allow direct liaison with their respective departmental Operations Centre managers.

### **Municipal Emergency Operations Centres (MEOCs)**

- Each area municipality has a Municipal Emergency Operations Centre (MEOC) appropriately equipped to support emergencies in their respective jurisdictions.
- Each area municipality has an “Alternate” Municipal Emergency Operations Centre facility equipped to support emergencies in their respective jurisdictions in the event that the primary MEOC location is not accessible.
- Municipal Emergency Operations Centres are generally located outside of the 10-kilometre Primary Zones surrounding a nuclear station (i.e. Pickering, Ajax, Clarington and Oshawa) to ensure emergency management staff is not exposed to radiation hazards in severe accidents.
- A Municipal Control Group (MCG) assembles in the Municipal Emergency Operations Centre to gather information, to manage any type of local emergency or to provide support to another municipality. The Operations Officer – usually the Chief Administrative Officer or designated senior administrator – manages the actions of the MCG. The MCG normally consists of senior staff members from the municipality depending on their individual emergency response capabilities and emergency management requirements.

### **Other External Support Organizations**

- The Region may be supported by external partners such as the Durham Regional Police Service (DRPS), School Boards, Conservation Authorities or other community agencies and NGO’s.
- Although these organizations play a vital role in the success of the Durham Region Emergency Response Organization, each external organization has the responsibility for managing, mobilizing and financially supporting their own emergency operations.

### **Roles and Responsibilities**

The roles and responsibilities of the various response groups under this Plan can be found in the Role and Responsibilities Emergency Support Function. Regional Departments, including Operational and Administrative Departments, as well as external organizations that have important roles to play and could be called upon to assist with response operations at any time.

In most cases, the respective roles and responsibilities start with the pre-planning before and actual emergency, include training, and extend during and after an emergency into the recovery phase.

### 6.3 Recovery Planning

The Durham Region Recovery Emergency Support Function (ESF) provides additional details and information on the recovery process, which is summarized below.

Recovery planning is a process of returning individuals, businesses and communities back to normal or near normal after a large-scale emergency. It develops and formalizes arrangements for an effective recovery process. These actions would include assessing and dealing with the short and longer-term effects once the immediate threat to life and property has passed.

These activities may include identifying resources, defining responsibility of specific services, stipulating responsibilities for overall management, and detailing inter-agency coordination. Recovery could include measures, such as the restoration of physical infrastructure, rehabilitation of emotional, social, economic and physical well-being, environmental clean-up, return of evacuees, and emergency financial assistance.

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. The recovery process starts when directed by the Regional Control and the timing would be determined by the nature of the emergency.

To begin the recovery process, sub-committees 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/communications
- debris/waste management
- traffic network management
- volunteer management
- financial donations management
- material donations management
- financial assistance sources
- financial accountability
- supply chain recovery
- business and private sector recovery
- recovery emergency information management

The capability of any community to manage the effects of an emergency will differ greatly, depending on available resources and other factors. The Region's capacity would need to be assessed at the beginning of the recovery process.

The recovery phase is the ideal time to consider mitigation strategies, which have not been adopted prior to the event. By incorporating new mitigation strategies, the impact of a similar situation in the future may be reduced.

#### 6.4 Financial Management / Assistance

During an emergency, it is important to have financial control and proper documentation in place to oversee required emergency expenditures. A solid financial management process is in place to ensure that emergency requests and expenditures are tracked, and that staff follow accepted best practices within Durham Region. Under the leadership of Regional Finance Department, the Finance and Administration function of the Regional Incident Management System is responsible for this activity.

In emergency situations, there may not be sufficient time to follow normal purchasing policies and procedures for goods and services especially when emergencies happen outside of normal business hours. The Region has made provision for emergency purchases in the Purchasing By-Law, policies and procedures.

Once an emergency situation reaches the recovery phase, the Region may attempt to recoup emergency expenditures through normal insurance policies or disaster relief program agencies available, such as the Municipal Disaster Recovery Assistance Program. There are no guarantees that any lost revenues for emergency expenditures will be reimbursed from the Province.

##### **Municipal Disaster Recovery Assistance (MDRA) Program**

The Ministry of Municipal Affairs and Housing administers provincial financial relief through different programs. MDRA is the primary source of funding for natural disasters, although ad hoc programs have been established for relief following specific types of disasters, such as the Ice Storm, SARS, etc.

MDRA is intended to assist those municipalities whose essential property has been extensively damaged as result of a sudden, unexpected natural disaster, when the cost of restoration exceeds the financial capacity of the affected municipality and community. MDRA is outlined further in the Recovery ESF.

A Provincial Disaster Recovery Assistance for Ontarians (DRAO) program is in place to assist individuals whose personal property has been extensively damaged as result of a sudden, unexpected natural disaster.

### **Federal Disaster Financial Assistance (DFAA)**

In the event of a large scale disaster in Canada, the Federal government can provide financial assistance to provincial and territorial governments through the Disaster Financial Assistance Arrangements (DFAA) to help them meet the basic costs of response and recovery when such expenditures exceed what an individual province or territory could reasonably be expected to bear on its own.

The provincial government designs, develops and delivers financial assistance to the victims of emergencies and disasters, deciding on the amounts and types of assistance that may be provided. The federal government may then be requested by a provincial government to help pay the costs it incurred in responding to an emergency or disaster under the terms of the DFAA.

DFAA is outlined further in the Recovery Emergency Support Function.

## **Section 7.0 Emergency Information (EI)**

### **7.1 General**

During an emergency event, the Region of Durham is required to provide accurate information to staff, other levels of government, key stakeholders and community agencies, the general public and media in a timely and effective manner. In order to accomplish this, the Region of Durham has an Emergency Information (EI) plan in place.

The Region's EI plan supports the Durham Region Master Plan, The Durham Region Nuclear Emergency Response Plan, and all other risk-specific plans and emergency support functions. The EI Plan provides:

- An outline of the duties and responsibilities of the EI support staff working in the Regional Emergency Operations Centre (REOC), Emergency Information Centre (EIC), Media Conference Centre (MCC) and Public Inquiry Centre (PIC).
- A credible process for media and general public to obtain current and accurate information related to the emergency in progress.
- An outline of the process for sharing information with organizations involved in the emergency, and updating the Regional Control Group and REOC section leads/chiefs.

All official information published during a Regional emergency/incident is release out of EI functions. EI roles include: the Emergency Information Officer, Emergency Information Assistants, the Emergency Information Centre Manager, Emergency Information Centre Clerks and Coordinators, the Public Inquiry Centre Supervisor, and Public Inquiry Centre Operators.

Staff from across the corporation will be required to perform a variety of EI-related duties such as:

- Creation and distribution of emergency information materials.
- Sharing of up-to-date, accurate information with other Regional staff, municipal staff, community agencies, external stakeholders, the media and the public.
- Media, social media and web publishing.
- Monitoring and responding to media, public and social media inquiries.
- Coordination of the MCC and PIC.

## **Section 8.0 Mutual Assistance Agreements**

### **8.1 General**

The Emergency Management and Civil Protection Act suggests that municipalities consider making arrangements to provide assistance to, and receive assistance from, other municipalities. Therefore, the Region of Durham has negotiated mutual assistance agreements with participating regions, counties and cities noted below.

Regional Council has authorized the Regional Solicitor, the Regional Chair, CAO and the Regional Clerk to implement mutual assistance agreements with these jurisdictions for the purpose of providing qualified personnel, service, equipment or material to and/or from these municipalities, under the terms of the mutual assistance agreements.

### **8.2 Purpose**

The purpose of the mutual assistance agreements is to enable municipalities, in advance of an emergency, to set the terms and conditions of the mutual assistance provided or received during an emergency event.

Mutual assistance agreements support a timely and effective response to emergency situations. These agreements avoid negotiating terms and conditions for assistance under stressful emergency conditions or resolving reimbursements after an event.

### **8.3 Agreement provisions**

Highlights of the mutual assistance agreements include provisions for:

- Any or all costs relating to personnel, service, equipment or material 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 material that may be utilized while providing mutual assistance.

Durham Region has negotiated several mutual assistance agreements with neighbouring Regions, and various counties and cities. Copies of agreements are held in the Legal Department, CS-Legislative Services and the Durham Emergency Management Office.

Currently, the Region of Durham has mutual assistance agreements in place with:

- York Region
- Region of Peel
- Halton Region
- Northumberland County
- Simcoe County (under development)
- County of Peterborough
- City of Kawartha Lakes (under development)
- City of Toronto
- City of Peterborough
- City of Hamilton