

CAPE BRETON REGIONAL MUNICIPALITY



All Hazards Emergency Management Plan

Version 2.1

Date: 2019

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RECORDS of AMENDMENT

All requests for additions, deletions or amendments to this plan should be addressed to the CBRM, Manager of Emergency Management.

Amendment Number	Description of Change (Including section & page no.)	Entered By	Date Approved by CBRM Council
1	Complete revision of the CBRM Emergency Plan and renamed the CBRM All-Hazards Emergency Management Plan		
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SECTION ONE – INTRODUCTION

The Cape Breton Regional Municipality is vulnerable to numerous hazards and emergencies and can attest to the importance of Emergency Management preparedness and a collaborative, resilient community. These can be human caused such as transportation accidents, technological failure, infrastructure disruptions that could involve utility and power failures and natural hazards such as floods, wind storms, ice storms and winter storms.

This Emergency Management Plan is an all-hazards plan that establishes the framework that ensures the Municipality is prepared to deal with any of these emergencies and hazards. An all hazards approach provides the framework for the Municipality to utilize the Incident Command System (ICS) to ensure the controlled and co-ordination of municipal, provincial, federal, private, and volunteer services during an emergency or event under the direction of the Municipal Emergency Management Division. It is the way through which resources will be mobilized in the event of an emergency, thereby restoring the Municipality to a state of normalcy. It is designed to ensure that all agencies are fully aware of their respective roles and responsibilities during that emergency.

The Emergency Plan also makes the provisions for the earliest possible coordinated response to an emergency, an understanding of the personnel and resources available to the Municipality and recognition that additional expertise and resources can be called upon, if required.

The Plan may be executed in whole or in part under the discretion of the Chief Administrative Officer (CAO) (or designate) to ensure that all appropriate agencies and personnel are notified and engaged during a time of potential or actual major emergency.

The onsite response will be managed by the onsite Incident Commander. When the ECC is activated, its primary function is to coordinate and support operations while at the same time providing essential services to the unaffected areas of the Municipality.

SECTION TWO – OBJECTIVES OF EMERGENCY MANAGEMENT

In establishing and maintaining an Emergency Response Plan, the Emergency Management Planning & Program Committee addresses the following **six** objectives of emergency management.

2.1 Objective 1 – Assess Risks

The objective of assessing risks through the Hazard Identification and Risk Analysis (HIRA) process helps set priorities, suggests protective measures and ensures the greatest effort is devoted to the greatest need. A central task is to carry-out a vulnerability analysis to identify the vulnerable population that may require priority actions.

In order to determine what Municipal resources are critical to the provision of essential Municipality services, it is necessary to conduct a basic Business Impact Analysis (BIA). In the event a piece of infrastructure required for delivery of critical Municipality services is lost due to an emergency the BIA will provide assistance in determining Municipality response.

2.2 Objective 2 - Mitigate Risks

Mitigation measures are designed to prevent or reduce the consequences of emergencies. Measures include building codes, land use management, public education, and insurance incentives. These fall generally under responsibilities of various legislative bodies and public safety agencies. The Emergency Management Plan plays an important role in drawing attention to potential hazards and lobbying for needed change. Disastrous events like floods and weather extremes that cannot be prevented demand efforts at mitigation, response, and recovery.

2.3 Objective 3 - Plan for Response

In addition to developing the emergency plans there are several other planning tasks. These are: identification of vulnerable populations, identifying and designating emergency support facilities. Planning for response includes establishing emergency coordination centre, identifying resources, preparing to issue warnings, and planning for evacuation. Primary measures are the development of emergency plans and resource inventories.

2.4 Objective 4 - Plan for Recovery

Recovery includes the physical restoration and reconstruction following a disaster. Actions may include the re-introduction of displaced persons, economic impact estimates, counselling, financial assistance programs, temporary housing and health and safety information.

2.5 Objective 5 - Ensure Preparedness

Preparedness actions ensure that individuals and both public and private agencies will be ready to react effectively in an emergency. Primary measures include gathering equipment required to provide site support, individual and collective training, and exercising members of the Emergency Management Program and Planning Committee. Actions are wide-ranging with emphasis on coordination and training.

2.6 Objective 6 - Evaluate and Renew the Program

This calls for the Emergency Management Program and Planning Committee to periodically evaluate the entire Emergency Management Program, by measuring the performance of selected actions and the achievement of desired results.

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SECTION THREE - EMERGENCY PLAN FRAMEWORK

3.1 Scope

The aim of the Cape Breton Regional Municipality's Emergency Plan is to provide the framework for the extraordinary arrangements and measures that may have to be taken to protect the health, safety and welfare of the residents, prevent or minimize property damage or loss, protect the environment and minimize economic disruption when faced with an emergency.

3.2 Purpose

The Emergency Management Plan is an all-hazards approach administrative document intended to establish uniform policies, procedures and strategies to prevent, mitigate, prepare for, respond to and recover from emergencies within the Cape Breton Regional Municipality. The Plan's aims are to save lives, protect property and the environment and provide the framework for the Municipality's interaction with other neighboring municipalities, provincial and federal agencies and the private sector and non-government organizations in the context of expanding regional emergency incident management.

3.3 Mission

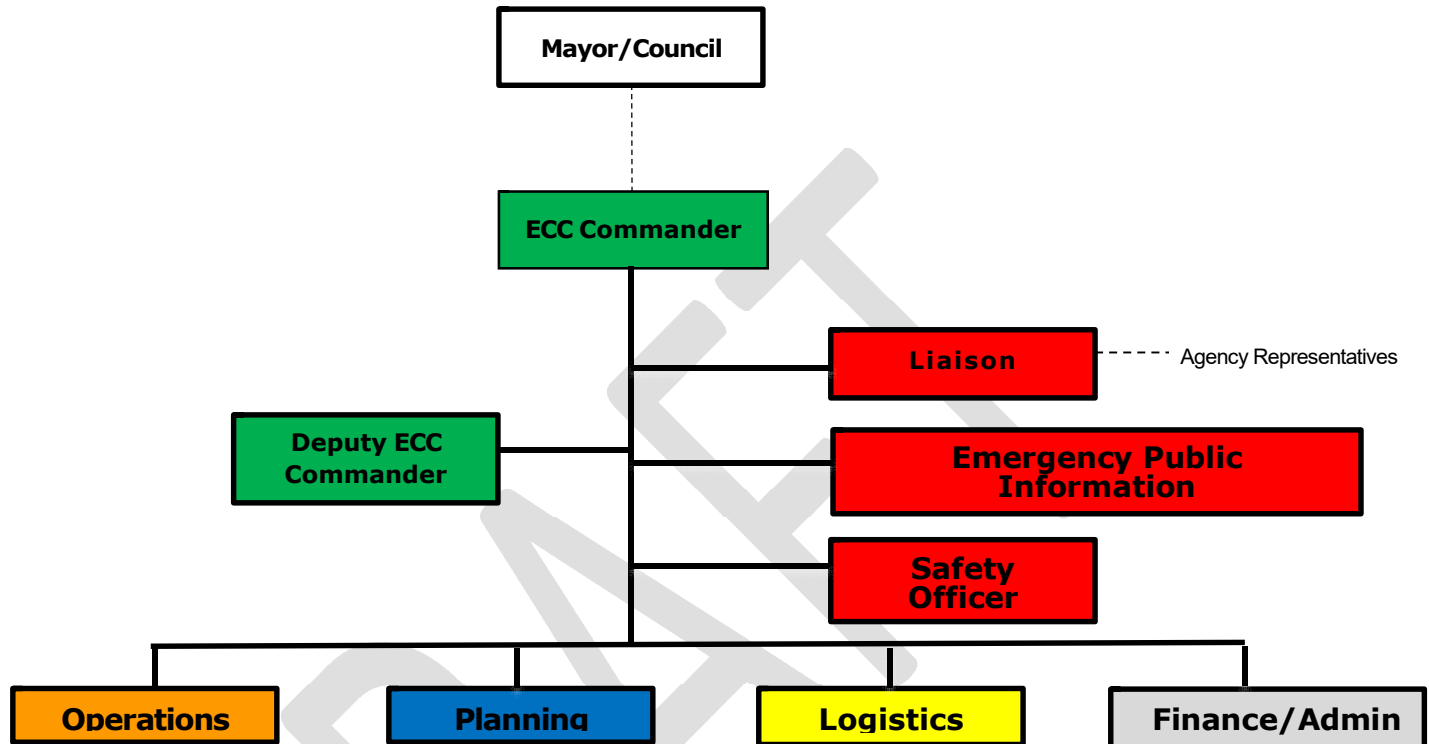
Working together through partnerships to ensure that CBRM is prepared to respond to emergencies, recover from them and mitigate against their impacts.

3.4 Authority

This Emergency Management Plan is issued under the authority of Council in accordance with the Provincial Emergency Management Act, 1990 as well as CBRM By-Law E-100 Emergency Management.

Provincial and municipal legislation provide the Cape Breton Regional Municipality with the power to:

- Establish and maintain a municipal by-law
- Establish and maintain an emergency management organization
- Appoint a coordinator of the emergency management organization
- Appoint a committee of Municipal Council
- Prepare and approve emergency management plans
- Implement the municipality's Emergency Plan
- Declare a State of Local Emergency
- Exercise extraordinary powers in time of emergency or disaster
- Extend the Declaration of the State of Local Emergency and/or Cancel the Declaration of the State of Local Emergency
- Enter into Mutual Aid Agreements

Table 1: Emergency Plan Chain of Command**Municipal ECC Organization**

In the event of an emergency, the emergency management planning and program committee meet as needed, this is determined by the nature of the emergency. Designated officials should identify alternate(s) in the event that they are unavailable during an emergency.

The authority for making policy decisions in an emergency situation rests with the Mayor/Council. Strategic and operational decisions are made by the ECC Management Team and approved by CAO or designate.

3.5 Concept of Operations

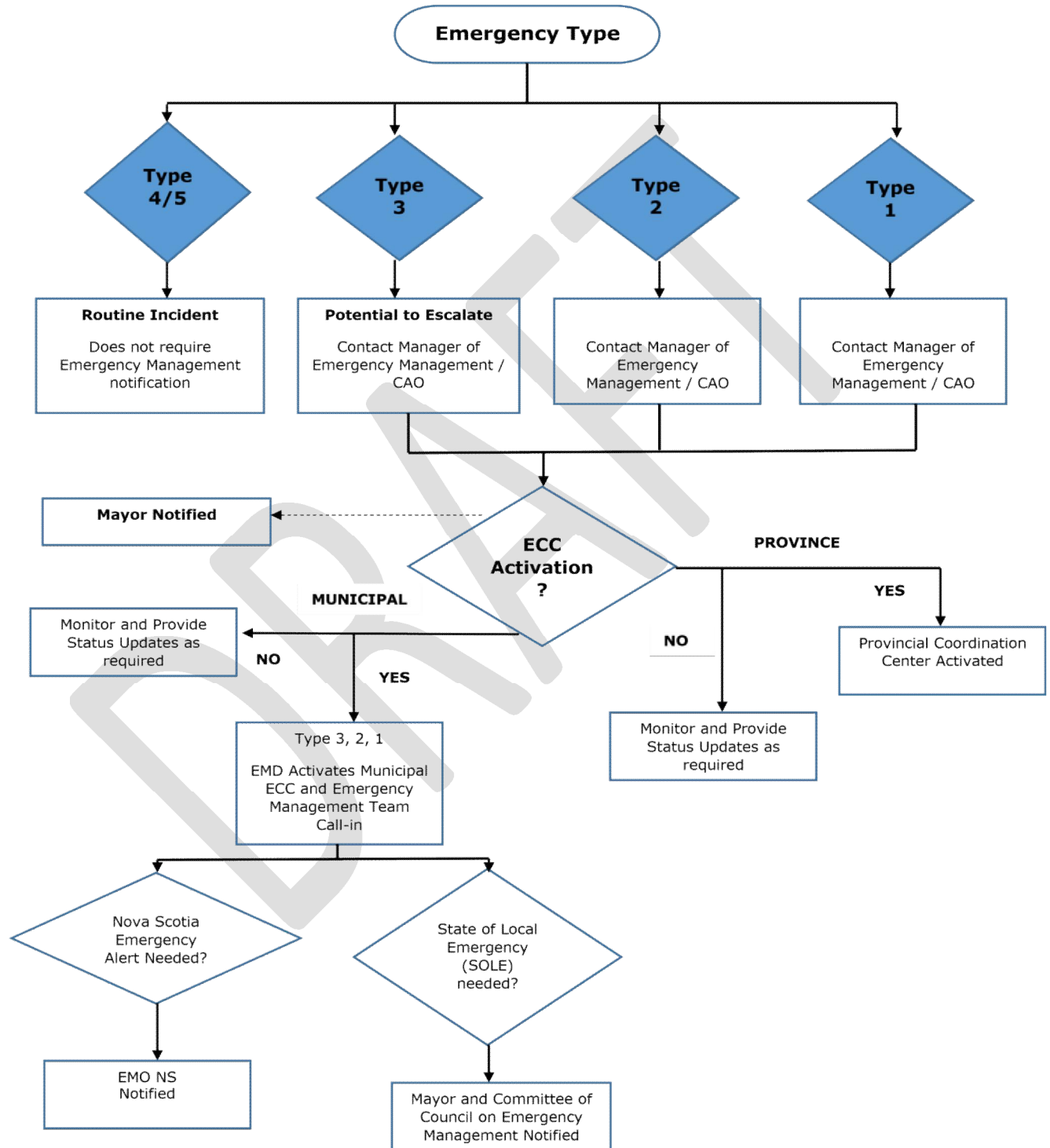
- First responders and municipal departments handle many emergency events that occur on a day-to-day basis. As the complexity of an emergency increases, so will the requirement for additional support from within the CBRM. The response to non-routine emergencies in the CBRM will be managed in accordance with the Municipal All- Hazards Emergency Management Plan and all other related documents.
- The Incident Command System (ICS) has been adopted in this plan to coordinate emergency management in the CBRM. ICS can be used in any size or type of emergency and enables effective incident management by integrating a combination of facilities,

equipment, personnel, procedures and communications operating within a common organizational structure. The basic functional modules of the Incident Command System (Command, Operations, Planning, Logistics and Finance & Administration) can be expanded or contracted to meet requirements as an event progresses.

- The Municipality may request assistance from Provincial Emergency Management Office (EMONS) or for resources of the Government of Canada at any time to provide or acquire additional resources necessary without any loss of control or authority at the local level.
- Mutual aid/assistance agreements are in place with neighbouring municipalities and at the request of the ECC Commander, requests can be made for resources or support from those municipalities as needed (utilizing the agreed upon methodology). This can occur at any time, before, during or after an emergency situation should the resources be needed by the CBRM.
- Normal communications and reporting channels will be used to the fullest extent possible.
- Day-to-day functions that do not contribute directly to the operations may be suspended for the duration of the emergency. Efforts that would normally be required of those functions will be redirected to assist in accomplishing the objectives set in the incident action plan (IAP) either at the site or the ECC.
- Onsite response will be managed by the onsite Incident Commander. The Emergency Management Coordinator will collect information from the Incident Commander and responding agencies, analyze it and disseminate it to all members of the emergency management planning & program committee after consultation with the CAO.
- The CAO or designate has the authority to activate the ECC and when the ECC is activated, its primary function is to set out priorities and objectives in conjunction with the ECC Management Team members for each operational period and ensures they are carried out while continuing essential services to unaffected areas of the municipality.
- Once immediate response missions and lifesaving activities conclude, emergency response teams are demobilized and the emphasis shifts from response to recovery operations which is an ECC responsibility.

SECTION FOUR – RESPONSE ACTIONS

4.1 ECC Activation Flow Guide



4.1.1 Emergency Typing

4.1.2 Complexity Analysis

Complexity analysis is that combination of involved factors that affect the probability of control of an incident. The complexity analysis can help to identify resource requirements and determine if existing management structure is appropriate. Many factors determine the complexity of an incident, including, but not limiting to:

- Impacts to life, property, and the economy.
- Community and responder safety.
- Potential hazardous materials.
- Weather and other environmental influences.
- Likelihood of cascading events.
- Potential crime scene (including terrorism).
- Political sensitivity, external influences, and media relations.
- Area involved and jurisdictional boundaries.
- Availability of resources.

4.1.3 Type 1 Incident: A high impact on the municipality, which requires additional staff for office and administrative support functions. Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000.

Typical Notification: Chief Administrative Officer, Mayor, Manager of Emergency Management, and All Command and General Staff positions of the ECC Management Team are notified and may be asked to be present at the Emergency Coordination Centre (ECC).

The Emergency Coordination Centre is fully activated for any Type 1 situation. This is a large scale disaster or event that could seriously affect the health and safety of people, impact Critical Infrastructure, municipal services, and/or the environment. It would likely require a coordinated response from the Municipality, Emergency Services, external agencies and local and provincial governments.

The incident is expected to go into multiple operational periods. A written Incident Action Plan is required for each operational period.

4.1.4 Type 2 Incident: There is a disruption of essential services to the Municipality. Operations personnel generally do not exceed 200 per operational period and the total does not exceed 500.

Typical Notification: Chief Administrative Officer, Mayor, Manager of Emergency Management, and All Command and General Staff positions of the ECC Management Team are notified and most of the Command and General Staff positions of the ECC Management Team may be asked to be present at the Emergency Coordination Centre (ECC).

This type of incident will require Emergency Management notification and possible or partial activation of the Emergency Coordination Centre. It is an incident or multiple incidents that will affect the health and safety of people, or causes substantial damage to Critical Infrastructure, property and/or the environment. It would likely require a coordinated response from the Municipality, Emergency Services, and outside resources are required to safety and effectively manage operations.

The incident is expected to go into multiple operational periods. A written Incident Action Plan is required for each operational period.

4.1.5 Type 3 Incident: An escalation of the incident is possible or immediate risk to all or part of the municipality.

Typical Notification: Chief Administrative Officer, Mayor, Manager of Emergency Management, and the complexity of the incident requires that some or all of the Command and General Staff positions should be added to match the complexity of the incident if the Emergency Coordination Centre (ECC) is activated.

This type of incident will require monitoring and public notification. It is an incident or event that does not initially overwhelm municipal-wide services. The municipality resources can initially manage and control the incident utilizing its own resources. Generally, this is an emergency of moderate duration, generally two or three twelve (12) hour operational periods.

4.1.6 Type 4/5 Incident: An incident or event that are managed on the site by the response agencies on a regular basis.

Typical Notification: Does not require Emergency Management notification.

This type of incident will not require activation of the Emergency Coordination Centre (ECC). One or more departments or agencies respond to handle the incident and an incident command post may be established. The normal operations of government are not affected.

4.2 ECC Activation and Termination

4.2.1 Authority to Activate the ECC

The responsibility for the activation of the Emergency Coordination Center, in whole or in part, will be the C.A.O. or the delegated alternate based on the size, seriousness or complexity of the emergency and the response capability of that agency.

In the absence of the C.A.O., or their inability to act, the designated alternate is authorized to activate the Emergency Plan. In the absence of the C.A.O. or their delegated alternate, the Manager of Emergency Management, or designated alternate, shall consult with the CBR Police Chief, Director Fire-Emergency Services or the Director Engineering and Public Works to activate the Emergency Plan.

4.2.2 Triggers

The Emergency Management Plan shall be activated when the emergency or the potential of the emergency is based on consideration of situational awareness, complexity analysis factors and levels of emergencies.

When an emergency exists or is imminent, but has not been declared, municipal services and partners respond under the Emergency Management Plan as required to protect life safety, to stabilize the incident and to protect property and/or the environment. In the absence of a formal declaration, this plan or its annexes and/or appendixes may be also implemented in whole, or in part.

The principles of the Incident Command System must be used when coordinating direct activities to mitigate the impact of the event. When the Emergency Management Plan is activated, incident management will follow a command, control and coordination structure which is used to organize responders, resources, and information.

4.2.3 ECC Activation Phases

This Plan recognizes three levels of potential activation. The level of ECC activation is determined by the magnitude, scope and stage of the event. Only those ECC functions and positions that are required to meet current response objectives need to be activated. Non-activated functions and positions will be the responsibility of the next highest level in the ECC organization; each ECC function must have a person in charge. As such, ECC staff may be required to take on more than one position, as determined by the nature of the emergency event, availability of resources and/or as assigned by a supervisor.

Level 1 (Full): All Personnel

Emergencies are of a large magnitude and/or long duration. The emergency may have multiple sites that involve multi-agencies and multi-government responses. This level requires the notification of the ECC Management Team and the activation of the ECC.

Level 2 (Partial): Key Personnel and Personnel from Responding Agencies

Emergencies that are of a larger scale or longer in duration and may involve limited evacuations, there is an indication of a highly probable hazardous condition and a strong potential for property damage or loss of life, additional or unique resources, or similar extraordinary support activities. During this operational level, ECC Emergency Management Team is alerted and engaged for full situational awareness, the Emergency Coordination Centre (ECC) is staffed with ECC Support Personnel.

Level 3 Active Monitor: Key Personnel Only

This level reflects incidents that are normally managed by agencies on a regular basis; however, there is potential for the event to escalate and requires monitoring only by the ECC Management Team. There is little or no need for site support activities and the event will be closed in a relatively short time.

Level 4 Situational Awareness

Situational awareness can be described as how accurately an organization's understanding of its current environment reflects reality. A clear and accurate appreciation of the situation is the basis of effective planning and decision making. Situation reports are a function most commonly managed through the Planning Section.

Situation Reporting is a function assigned to the Planning Section. Personnel (Police, Fire & Public Works) must forward incident situation information to the Situation Unit in the Planning Section. Collecting situation data may involve a number of sources, including the Operations Section, Logistics Section and the Information Officer at a given level. Following analysis, the Planning function supports operational decisions and summarizes situation information for delivery to other stakeholders and responding emergency services. This

information needs to be provided in a logical, brief and systematic format and normally this update will be provided after the ECC Management Team has held its own initial briefing. This information will then be summarized with a focus on:

- What has changed since the last update
- What is being done
- What is planned
- The ECC Management Team's assessment of the situation.

The ECC Commander will update the Mayor at intervals which are concurrent with the tempo of the event. The Mayor will update the remainder of Council as required.

Event updates will be provided to the organization through email distribution.

4.3 Notification Procedures

4.3.1 Notification and Warning of Municipal Authorities and Staff

In the event of a real or potential emergency, any member of the ECC Management Team has the authority and responsibility to request an activation of the ECC and otherwise initiate the implementation of the Emergency Management Plan. Requests to activate the ECC are directed to either the Manager of Emergency Management or designated alternate. The request could also come from the Incident Commander.

If required and if time permits, the Manager of Emergency Management or designated alternate will contact the Chief Administrative Officer or designated alternate to discuss the situation and determine if the ECC Management Team should be activated. If activation is required, the notification procedure will be that each member of the ECC Management Team will be contacted by two **(2)** most appropriate means - the telephone or cellular telephone and e-mail via the municipal system for receipt by Blackberry or text message for receipt by cellular telephone. When the telephone or cellular telephone is made, and the primary member cannot be reached, their alternate will be called. The e-mail or text messaging notification will be sent to all primary and alternate members of the ECC Management Team. Each member of the ECC Management Team is responsible for notification and activation of their own emergency alerting and recalls systems. The Mayor will be alerted by the Chief Administrative Officer or designated alternate.

4.3.2 Provincial Notification

Every municipality shall, immediately upon becoming aware of it, inform the Department (EMO NS) of any real or anticipated event or emergency that could impact the health, safety or welfare of Nova Scotians, their property or the environment as per Section 10A of the Emergency Management Act.

4.3.3 Public Warning and Communication

A number of components have been identified to CBRM EMO's warning system to communicate a message in an emergency. Broadcast radio stations are our primary and vital component to our warning system. It is important to note that no one system is capable of reaching everyone, everywhere, every time. Each communication method has strengths, weaknesses and limitations. As such, it is valuable to consider an emergency

notification system that utilizes multiple delivery methods. This ensures a greater coverage of intended recipients and redundancy.

- *Door-to-door* public warning can be accomplished in some situations by the individual alerting of each residence/business in a particular area. This can be undertaken by any designated group such as police, fire and public works visiting each dwelling in the affected area and relating the emergency information to the building occupants. To achieve maximum effectiveness, the individual delivering the warning message should be in official uniform, if practical.
- *Sirens & Public Address Systems*: Emergency service vehicles with siren and public address capabilities – Many police and fire vehicles in the municipality are equipped with siren and public address capabilities. These vehicles may be available, in part, during an emergency for “route alerting” of the public.
- *Weather Alerts*: CBRM EMO advises the public to follow the weather and warnings including impending storms, through weather reporting stations such as Environment Canada www.weatheroffice.gc.ca or the Weather Network www.theweathernetwork.com.
- *Social Media*: Social media is now a primary source of news and information and often the first place people look. In an emergency, information and speculation can spread immediately through social media, making timely and accurate information even more critical. Social media can be an effective communications channel during an emergency; platforms like Facebook and Twitter can be used to provide quick and timely updates, which when shared can reach a wide audience with information or a call to action in seconds. In addition to sharing information, emergency management officials can also monitor social media as part of situational awareness, to gain a better sense of what’s happening on the ground and correct misinformation to alleviate confusion and unnecessary fear. Social media also provides the opportunity for two-way communication with the public, who wants to be a part of the conversation in an emergency situation.

4.3.4 Nova Scotia Emergency Alert

The Nova Scotia Emergency Alert is a provincial public alerting system that can issue an alert to televisions, radios and mobile devices in the province. The system issues a written and verbal message with important instructions. The Emergency Management Office coordinates the use of the alerting system as another tool for getting important information to the public if an emergency is happening or is expected.

The Nova Scotia Emergency Alert system can be activated for a variety of hazards, such as severe storms, flood, wildfire, hazardous material releases, water contamination and other threats to life and safety.

All of the following conditions must be present:

1. The life or safety of people is at risk
2. The risk is imminent and impending
3. The warning may provide critical and/or life-saving information

4.4 Deactivation ECC

The Emergency Coordination Centre Commander will terminate the ECC activity for the current incident and notify all participants. The Commander must consider the requirements of termination virtually from the outset. The Demobilization Unit Coordinator supervises and administers the termination process, staying behind if necessary, after the ECC is closed.

Criteria for terminating ECC operations includes:

- Individual ECC functions are no longer required
- A State of Local Emergency is lifted
- Coordination of response activities and / or resources is no longer required
- Event has been contained and emergency personnel have returned to regular duties.

The ECC may demobilize in phases or in its entirety as the situation dictates. Only the ECC Commander has the authority to demobilize the municipality's Emergency Coordination Centre.

All outstanding tasks are to be assigned for follow-up and closure, and all outside agencies are informed in a timely manner stating the date and time of the closing of the ECC and outstanding items that are of interest or pertinent to them. Demobilization follows the same planning process as mobilization and response.

The Demobilization Check-Out Form (ICS 221) ensures that resources checking out of the incident/ECC have completed all appropriate incident business, and provides the Planning Section information on resources released from the incident. Demobilization is a planned process and this form assists with that planning.

4.5 ECC Staffing

4.5.1 Recall

If activation of the ECC is required and if contact is being conducted by telephone, the CBRM Communications Center will notify everyone on the ECC Emergency Recall List and provide directions to the primary ECC. If the primary ECC is not available or is inaccessible, the alternate ECC will be activated.

The ECC Emergency Recall List includes personnel who are part of the ICS function in the ECC, as well as other technical support employees of the municipality. The Emergency Recall List is to be activated and implemented when an emergency or disaster affects the municipality and poses a major threat to life, property, and/or environment.

When notified of an Emergency Recall, personnel should notify their families, retrieve their emergency operations kit and report to the designated ECC Center. Personnel should be prepared for a lengthy stay, which will be dependent upon the nature of the disaster and its expected duration.

The Manager of Emergency Management maintains the Emergency Recall List and ensures that CBRM Communications Center has a current copy of the Recall List. The Manager of Emergency Management will also update the electronic version of the Emergency Recall List located in the EMO folder on the CBRM and police public drive.

4.5.2 Rotation

The management of some incidents may extend over prolonged periods of time requiring ECC Management Team members to be rested and rotated to avoid fatigue. Each key position assigned in the ECC shall at all times have one primary and at least one alternate to ensure someone is available to respond to a request to staff the ECC and for staffing of the ECC 24 hours a day, seven days per week during an emergency. It is the responsibility of the Safety Officer to monitor team members and rotate them with suitable replacements. It is essential that each replacement team member receives a thorough hand-over brief from the incumbent prior to commencing their new role.

4.5.3 Transfer of Responsibilities (Shift Changes)

When a staff member transfers their responsibilities to another, a simple but formal transfer briefing will be required; therefore, shifts should be no longer than 8 – 12 hours and should overlap by 15 minutes or so to prevent a staff position from being inadequately relieved. A transfer briefing should summarize the activities of the past shift, identify, "open" incidents or activities, and if time permits, be accompanied by a short written summary of the same information for later use during the operation or at a post-operation debriefing.

4.6 Incident Command System for the ECC

Under ICS, the principle of Management by Objectives involves essential steps which are applied to all emergency events, regardless of size or complexity:

- Understand agency policy and direction
- Assess incident situation
- Establish incident objectives and set the priorities
- Select appropriate strategies
- Perform tactical direction including applying tactics that are appropriate to the strategies, assigning appropriate resources and monitoring performance
- Follow up as necessary

4.7 Management by Objectives

Incidents and emergencies are managed by aiming towards specific objectives. Objectives are ranked by priority, should be as specific as possible, must be attainable and if possible given a working timeframe. Objectives are accomplished by first outlining strategies (general plans of action), then determining appropriate tactics (how the strategy will be executed) for the chosen strategy.

4.8 Operational Periods

- Length of time to achieve a given set of objectives
- Determined by EOC Ops Section Chief
- Initially 1 to 2 hrs for critical issues
- Ongoing length varies depending on objectives/priorities
- Commonly 8 to 12 hrs in length
- Not to exceed 24 hours

4.9 ECC Action Plan

The ECC Action Plan is a document that details the actions that the personnel will do during an operational period. The Planning Section Chief is responsible for preparing the ECC action plan and it is prepared in advance of next operational period.

An ECC Action Plan covers an operational period and includes:

- Scope
- Background
- Situational Awareness
- Objectives
- Tactics
- Resources, etc.

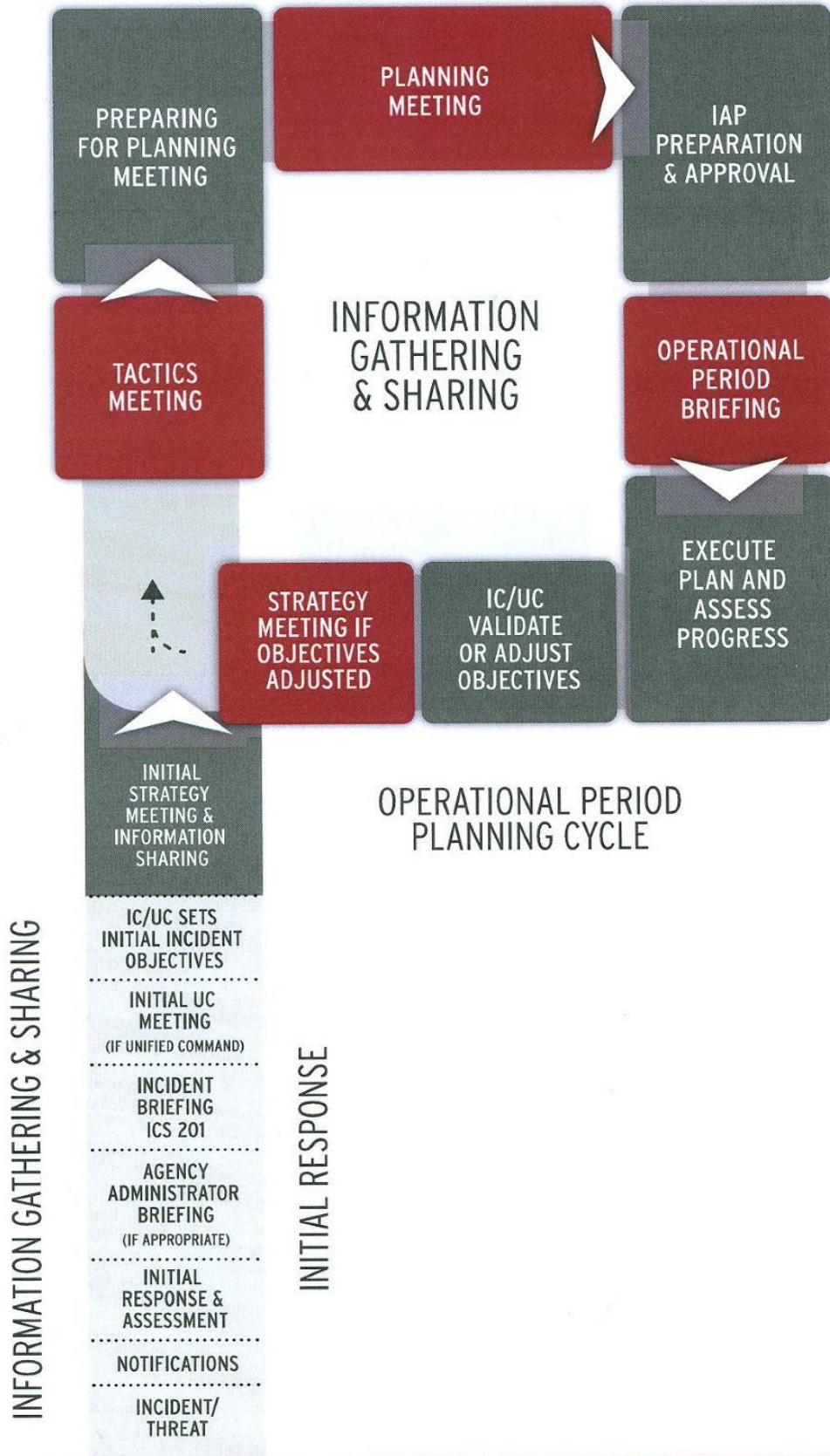
4.10 ECC Action Planning Cycle

It is essential that the ECC Management Team meet on a regular basis to share information, identify action taken, problems encountered and set priorities. These meetings shall be scheduled by the ECC Commander on a regular schedule and may be by electronic conferencing when appropriate and available, thus allowing time between meetings for the ECC Team members to deal with their individual responsibilities. The use of action plans in the CBRM ECC must provide a clear and measurable process for identifying objectives and priorities for given event. Action planning is an important management tool that involves:

- A process for identifying priorities and objectives for emergency response or recovery efforts
- Plans which document the priorities and objectives, and the tasks and personnel assignments associated with meeting the objectives

The Planning Section Chief is responsible for facilitating the action planning meeting and the completing and distributing the action plan. Action plans are developed for a specified operational period, which is the period of time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. The operational period is determined by establishing a set of priority actions that need to be performed. A reasonable time frame is then established for accomplishing those actions.

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Information Flow / Directions

4.11 Types of Information

Information coming into and out of the ECC must be managed carefully. ICS identifies four types of information transactions common to emergencies:

- Lines of Authority
- Situation Awareness
- Incident Information Flow to ECC
- Briefings

4.12 Lines of Authority/Chain of Command

ICS establishes lines of supervisory authority and formal reporting relationships. Within ICS, there is complete unity of command, meaning that each position and each person within the system has only one designated supervisor.

Chain of command is used to communicate direction and maintain management control. Although orders must flow through the chain of command, members of the organization may directly communicate with each other to ask for or share information.

ICS team members work within the ICS position descriptions and follow the designated reporting relationships, regardless of their non-emergency positions or everyday administrative chain of command.

4.13 Incident Information Flow to ECC

The site and the ECC must communicate updated information and requests for resources and services through site and ECC operations section. The Incident Commander will submit Briefing Form 201 and the Incident Action Plan to the ECC for each operational period.

4.14 Briefings

The Planning Section Chief is responsible for facilitation on-going briefings which will need to be conducted frequently at the onset of an incident and less frequently during a lengthy response

Ongoing briefings are intended to be short and disciplined. The ECC Commander must be mindful to both solicit input from the team members and maintain discipline during these briefs.

If additional time is required to develop plans or sub-plans, people can work together following the briefing session.

4.15 Record Management

The Documentation Unit Leader under the Planning Section Chief is responsible to maintain and archive all incident related documentation. The retention and security of records may be determined by legal, regulatory, or organizational requirements.

The activities of the ECC may be subject to intense public scrutiny both during and after the event. This underlines the importance of record-keeping and the keeping of a 'paper-trail' to document all messages, requests and key decisions; therefore, well established and accurate information handling processes are crucial. There must be a documented record of all policy and ECC decisions and direction which form a legal record after the event. ECC members are required by all positions to keep a personal and functional position log (ICS Form 214) during events. This will assist in tracking and monitoring the effectiveness of the response and action plans.

After the ECC has been deactivated, all ECC logs are to be sorted by each agency, numbered and put in an appropriate order then turned over to the Documentation Unit in the Planning Section, as they will become part of the permanent record of the event. This will also include all radio message forms and other printed or electronic material. The collected material will be kept for seven (**7**) years before being destroyed, at the discretion of the Manager of Emergency Management. Each agency position is to be returned to the way it was found at start-up.

4.16 Resource Management

4.16.1 Resource Ordering

Usually, incidents have an initial commitment of resources assigned. As incidents grow in size and/or complexity, more tactical resources may be required and the Incident Commander may augment existing resources with additional personnel and equipment.

At any incident, the procedure for ordering additional resources will depend on what parts of the incident's organizational structure have been activated at the time the ordering is done, and the administrative procedures of the responsible agency or agencies.

The Incident Commander will usually discuss ordering procedures with the Command and General Staff as part of the initial briefing.

If the Logistics Section Chief position has been filled, then the Logistics Section Chief has the delegated authority to place the resource order after the order has been approved by the Incident Commander.

Final approval for ordering additional resources, as well as releasing resources from an incident, is the responsibility of the Incident Commander. In addition, the Incident Commander will define who on the incident can place orders with Logistics or the Supply Unit.

If the Incident Commander cannot fill the need with available resources, through purchasing, or through agency agreements, the Incident Commander may pass the request to the Operations Section of the ECC, if activated.

The ECC follows a similar process and forwards resources requests that cannot be filled to the PCC, if required.

4.16.2 Federal Government

Federal Assistance cannot be obtained directly by a municipality but must be requested through the Emergency Management Office of Nova Scotia. Requests for military assistance from municipalities shall be directed to the Provincial Coordination Center.

*It is important to note that any request **must** outline the capabilities being requested (i.e. need to move 100 personnel). The responding agency (military) will determine the resources allocated to meet the task requested, if approved.*

4.16.3 Mutual Aid Agreements

It is important that emergency management plans consider ways to increase or extend human and material resources when needed. This Plan recognizes that council may be required, from time-to-time, to assist or request assistance from neighbouring municipalities to increase resources; therefore a mutual assistance agreement has been negotiated with participating neighbouring municipalities and first nation communities. A list of current agreements may be found in Appendix.

4.16.4 Resource Tracking

When a resource is deployed, it is tracked by the Planning Section Resource Unit from the time it is dispatched until it arrives at the incident site or requesting jurisdiction's designated location.

4.16.5 Resources Demobilization

On large incidents, especially those which may have personnel and tactical resources from several jurisdictions or agencies and where there has been a good integration of multijurisdictional or agency personnel into the incident organization, a Demobilization Unit within the Planning Section should be established early in the life of the incident. A written demobilization plan is an essential on larger incidents.

On larger incidents, the planning for demobilization should begin almost immediately and certainly well in advance of when demobilization actually takes place. The process of demobilizing resources generally begins at the Operations Section level, where the need for continued tactical resources will be determined. When tactical resources are no longer needed, other parts of the organization can also be reduced.

4.17 State of Local Emergency (SOLE)

4.17.1 Declaration of State of Emergency

A state of local emergency maybe declared in respect of all or any district, sub district or area of the municipality when the emergency affects the municipality or a region of the municipality. A state of local emergency is declared when it is acknowledged that there is a need to obtain special powers to effectively manage an emergency. But many emergencies can be managed without the need for state of local emergency.

The power to declare a SOLE is in accordance with Section 12 of the Nova Scotia Emergency Management Act.

12(2) A municipal council may, when satisfied that an emergency exists or may exist in all or any area of that municipality, declare a state of local emergency in respect of that municipality or area thereof.

12(3) If a municipal council is unable to act promptly, the mayor or warden may exercise the authority of the municipal council contained in subsection (2) after consulting, if it is practical to do so, with a majority of the members of the council's committee to advise on the development of emergency management plans.

A complete list of powers and procedures for Declaring a State of Local Emergency are available in Appendix.

4.17.2 Publication of Declaration or Termination

- When a state of local emergency has been declared or terminated pursuant to this Act, the municipality, shall immediately cause the details of the declaration or termination to be communicated or published by such means as the municipality, considers the most likely to make the contents of the declaration or termination known to the people of the area affected.
- The Mayor shall forward a copy of the declaration to the Minister of Emergency Management.
- The Mayor may authorize any person or committee to exercise any power vested in the Mayor or Warden, respectively, by Section 14 of the Emergency Management Act.

4.17.3 Termination

A state of local emergency terminates:

- When the area identified by the municipality in its declaration of a state of local emergency is included in an area identified by the Minister in a declaration of a state of emergency.
- When, in the Minister's opinion, an emergency no longer exists in such area identified by a municipality in its declaration of a state of local emergency.
- When, a municipality, in its opinion, an emergency no longer exists in such area identified by a municipality in its declaration of a state of local emergency.
- Seven days after the day on which it was declared unless it is renewed.

4.18 Emergency Site

4.18.1 Incident Command System/Unified Command

The Municipalities Emergency Plan adopts the principles of the Incident Command System (ICS). Based on five key functions (command, operations, planning, logistics and finance) that must occur during any emergency situation, ICS can be used for any size or type of emergency to manage response personnel, facilities, and equipment. Principles of the Incident Command System include the use of common terminology, modular organization, integrated communications, unified command structure, action planning, manageable span of control, and comprehensive resource management.

Incidents are managed by objectives and strategies which are communicated throughout the ICS organization by an Incident Action Plan. Agencies' policies will affect the objectives and strategies. The Incident Commander is responsible for the incident objectives. The Incident Commander will be selected by the agency administrator having statutory responsibility for incident mitigation and management or as outlined in this plan or by the ECC Commander.

Unified Command may be established at the incident site in incidents where several organizations may have legal jurisdiction or functional responsibility over different aspects of an incident. Therefore the agencies will share incident management. It enables all responding agencies to manage an incident together in establishing a common set of incident objectives and strategies. It allows Incident Command to make joint decisions by establishing a single command structure.

4.18.2 Relationship Between ECC and Emergency Site Management Team:

- An Emergency Coordination Centre (ECC) is where the local ECC Management Team come together to provide inter-agency coordination and depending on the nature of the emergency, and once the IC has been assigned, the ECC relationship with the Emergency Site Management Team is to offer support with equipment, staff and other resources as required,
- The (ECC) will centralizes information about the emergency, policy direction to site Incident Commander, coordinates resource requests from the site(s), manages all non-site activities and recovery efforts. In some incidents such as incidents with multiple sites or a pending incident and an Incident Commander has not been appointed, Incident Command may be exercised by the ECC Commander.
- The ECC will also ensure that the rest of the community maintains municipal services.

4.18.3 Incident Commanders

The CAO may appoint an Incident Commander (IC) if one is not in place. The IC may be from the first response agency having the predominant role or may be an individual particularly suited to coordinate the diverse activities being undertaken. The role of the IC is to:

- Provide for the safety, accountability and welfare of personnel;
- Establish a site command post;
- Develop the incident goals, strategies, objectives, and priorities to guide the incident

- planning;
- Establish an appropriate command structure;
 - Establish and maintain liaison with other agencies participating in the incident (supporting and assisting organizations);
 - Assess and reassess the situation, and provide situational updates and response decisions to the ECC;
 - Approves the Incident Action Plan and all requests pertaining to the ordering and releasing of incident resources;
 - Manage emergency information and the release to the public in cooperation with other levels of response.

4.18.4 Relationship Between IC, and Responding Agencies on-site will:

- The senior representative for each emergency responder (police, fire, EHS, operations/public works) at the site will consult with the IC, "so as to offer a coordinated or "unified" and effective response". Regular briefings will be held at the site and chaired by the IC, so as to establish the manner and process by which response to the emergency will be provided.
- Provide information on response activities, damage and casualties, and resource needs to the IC.
- Continue to receive functional direction from their parent organization.
- Provide a tactical response in support of the operation objectives as they attempt to mitigate its effects and bring the emergency under control.

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SECTION FIVE – OPERATIONAL FACILITIES

5.1 Emergency Coordination Centre (ECC)

The Emergency Operations Centre (ECC) is the facility where the necessary coordination takes place to ensure that there is an effective response and recovery. The Municipality has adopted the Incident Command System as its incident management system for major emergencies and disasters. The Municipality does however, acknowledge that it may need to adapt or modify the approach based on the local situation, the available resources and the agencies that may be responding to the incident.

Primary functions of the Emergency Operations Centre include:

- Provision of strategic guidance and support to the Site Incident Commander and other subordinate Operational Support Sites in the community;
- Gathering, analyzing, sharing and disseminating information to create a common operating picture;
- Coordinating assistance and resources required to support the response; and
- Developing key messages and coordinating communication between the various stakeholders.
- Providing accurate and official information for elected officials and the public;
- Communicating with Provincial government and other external agencies, regulatory bodies, and key stakeholders;
- Act as a tactical Emergency Coordination Centre when an Incident Commander is not established because of a wide spread *emergency*.

5.1.1 Staffing

The ECC staffing structure is based on the Incident Command System (ICS). The structure is modular, in that the staffing structure can be contracted or expanded as necessary during a response. This system has defined positions with roles and responsibilities, yet the organizational structure can be modified to fit the Municipality's needs. As long as the primary functional areas and a manageable span of control are maintained, the structure can be adjusted as needed during an *emergency*.

The ECC Commander will determine the appropriate staffing level and organizational structure based on the emergency. If required, a Security position may be activated to secure the ECC facility, but this position is not formally embedded within the ECC ICS organization. If this position is activated, it is the Logistics Section Chief's responsibility to find security staff for these positions.

5.1.2 Location

The Emergency Coordination Center Management Team will assemble at the primary Emergency Coordination Centre located in the Cape Breton Regional Municipality, Administrative Offices, 320 Esplanade, Sydney, Nova Scotia, 4th floor. The alternate Emergency Coordination Center is the Grand Lake Road Volunteer Fire Department, 866 Grand Lake Road, Sydney. The primary & secondary ECC buildings have standby power.

5.2 Incident Command Post (ICP)

The Incident Command Post is situated at or near the scene of an incident and is the location from which the development, coordination and execution of tactical plans occur. The Incident Commander is in charge at the Incident Command Post and is responsible for providing updates to the Operations Section Chief within the Emergency Coordination Centre.

5.3 Emergency/Reception Shelter

In the event that an emergency requires the evacuation of residents during any large scale emergency or disaster (i.e. minimum of 10 units and affecting at least 25 people; e.g: 10 apartments of an apartment building are considered to be 10 units) Emergency Social Services will respond to when requested by the municipality to provide assistance to victims of such emergencies or disasters for residents who are unable to remain in their homes and have no other source of temporary housing. Emergency Social Services maintains a province-wide contract with the Red Cross for the management and delivery of the six essential social services (family reunification, emergency food, emergency clothing, emergency lodging, reception and information, and personal services) in times of emergencies and to assist the Department with reception/shelter management.

The municipality in consultation with the ESS/Red Cross is to designate and provide all reception centers/shelters, within their jurisdiction, in responding to all large scale emergencies. The Red Cross will manage the administration of the reception centers/shelters.

5.4 Comfort Center

A *comfort center* is opened by a community group and is intended to provide a location where community members can gather for a period of time during the day who wish to remain in their homes but not have full services such as electricity, heat, water, etc. A Comfort Centre *is not opened with the intention of turning into an overnight shelter operation*. Depending on the time of year and the emergency situation, a Comfort Centre can serve several purposes - hot beverage, water, warmth, charging station and information are key services provided.

5.5 Volunteer Centre (VC)

Volunteers play a key part of building our resilience to a range of disasters in preparedness, response and recovery. Volunteers can help fill the gap between professional emergency response capabilities and community needs. There may be a need to activate a Volunteer Centre. The Volunteer Centre is in essence a staging area for volunteers. This Centre would fall under the direct jurisdiction of the Personnel Unit Lead in the Logistics section. The purpose of the Volunteer Centre is to provide a location to register all volunteers, provide them with a briefing and safety information, any available personal protective equipment, and a location to obtain food and nutrition, bathroom and shower services, and a rest area between their shifts. It also allows for the organized deployment of these resources from a centre location.

5.6 Donations Management (DM)

Should a large-scale emergency or a lesser emergency where there is a high level of media interest occur, many individuals, corporations, small business and service groups may want to donate money, goods and/or services to assist the victims or participate in the recovery process.

The primary provincial coordinating agencies for donation management are the Department of Community Services, Emergency Social Services (ESS) division. ESS maintains a province-wide contract with the Red Cross for the management and delivery of the six essential social services in times of emergencies and abides by the protocol for donation management developed by the Canadian Red Cross.

There may be a need to activate a Donation Centre to manage this generosity. This Donation Centre would fall under the direct jurisdiction of the Equipment / Supplies Director in Logistics section during a response, but its effective conduct is the overall responsibility of the ECC.

5.7 Information Call Centre

In addition to the ECC being activated, there may be a need to activate an Information Call Centre. The CBRM Information Call Centre is the overall responsibility the ECC during a response. The Communications Unit Leader in the Logistic section is responsible for the setup, staffing, and conduct of the Information Call Centre that serves as the direct point of contact for exchange of emergency information between the public and the municipality.

5.8 Joint Media Centre (JMC)

There may be a need to activate a Joint Media Centre. The Media Centre is under the jurisdiction of the Information Officer (IO) during a response, but its effective conduct is the overall responsibility of the ECC. The purpose of this centre is to provide a means for official information to be shared and accessed by the media in an orderly and coordinated manner. The location of the Media Centre will be confirmed by the Information Officer at the time of activation.

SECTION SIX - ROLES AND RESPONSIBILITIES

6.1 Command

The ECC Commander has overall authority and responsibility for the activities of the ECC, and for ensuring organizational effectiveness. In conjunction with the ECC Management Team sets out priorities and objectives for each operational period and ensures they are carried out. Additional responsibilities of the ECC Commander include liaising with the Policy Group (Council) and approving emergency information releases.

6.2 Emergency Information Officer

The Emergency Information Officer is responsible for establishing and maintaining media contacts; preparing new releases; coordinating interviews, news conferences, or media briefings; developing public information materials; providing messaging for dissemination to Municipal and ECC staff; establishing communications strategies for internal and external purposes; and liaising and coordinating messages with other Information Officers.

6.3 Liaison Officer

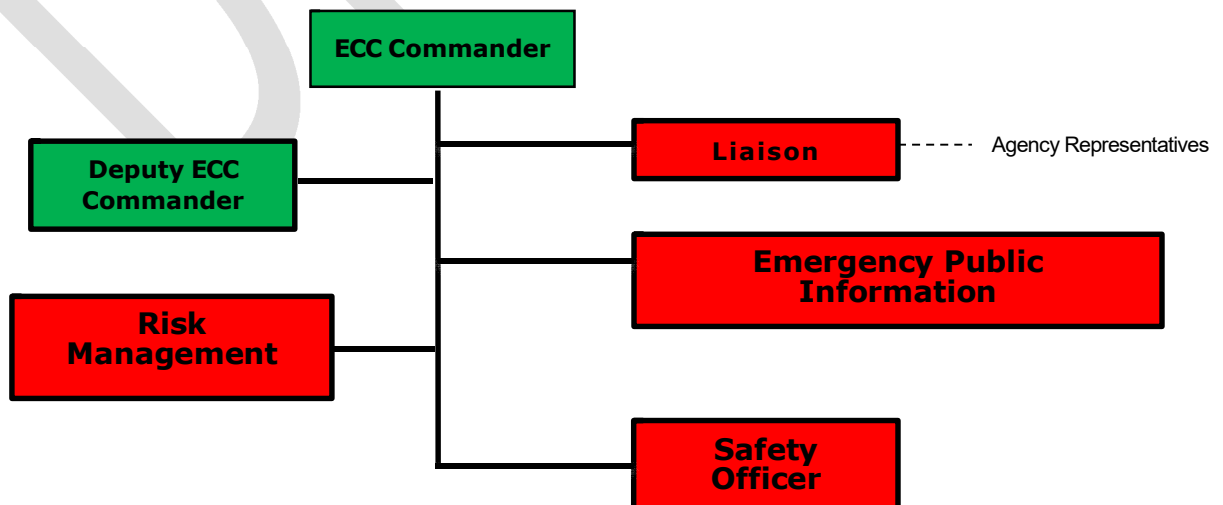
The Liaison Officer is responsible for inviting required or requested agencies to the ECC, as identified by the ECC Commander and ECC Management Team, and for maintaining contact with external agencies and other ECCs. During the ECC activation various external agencies or organizations may be working with the ECC. They are described as assisting agencies, cooperating agencies and municipalities.

6.4 Safety Officer

Safety Officer is responsible for monitoring, assessing and recommending modifications to safety conditions and halting unsafe operations

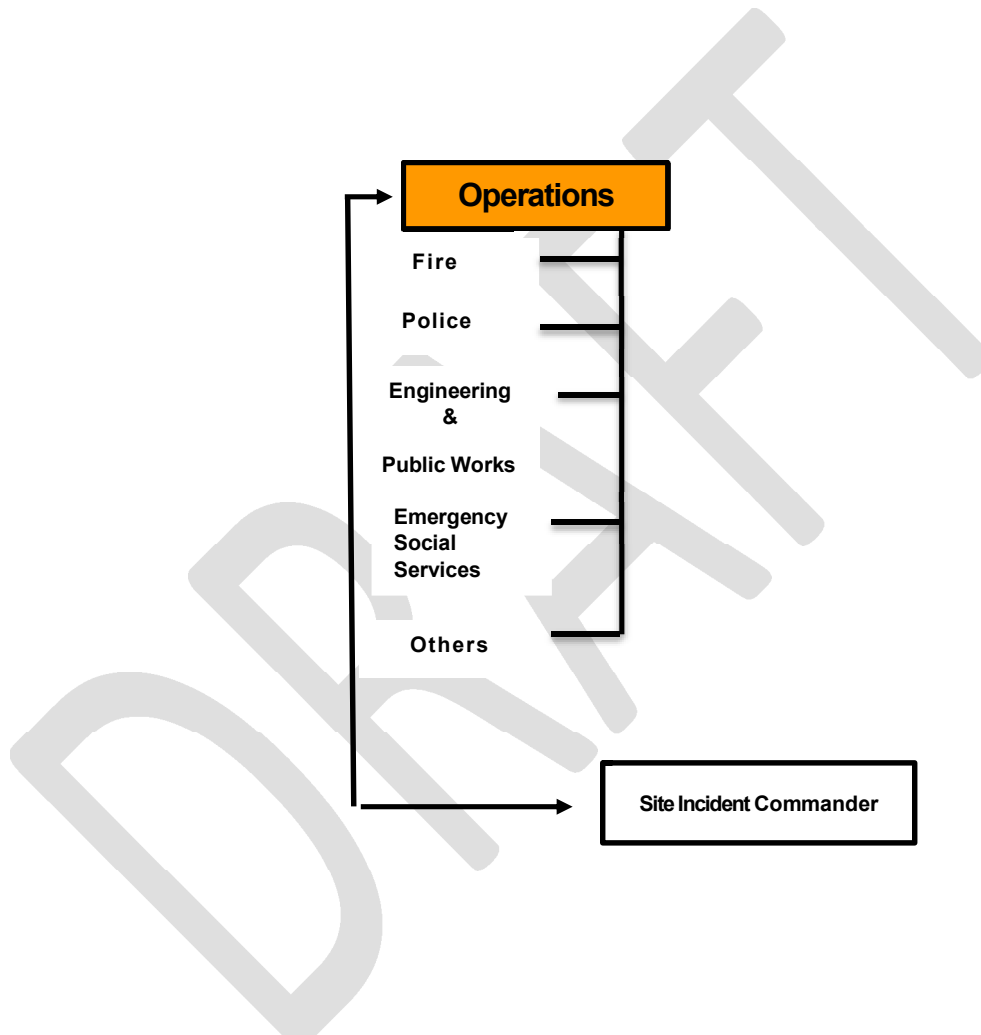
6.5 Risk Management Officer

Legal support identifies liability and loss exposures to personnel and property.



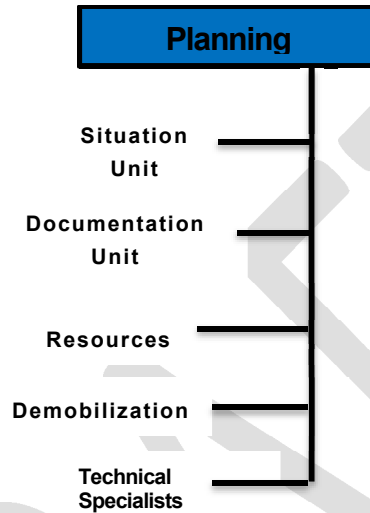
6.6 Operations

The Operations Section maintains direct contact with the site(s) and coordinates the overall site support response, in conjunction with other agencies and/or departments. Operations Section is also responsible for gathering current situation information from the site and sharing it with the Planning Section and the ECC Management Group, as appropriate; coordinating resources request from the site level; and directing deployment of all ECC issued resources to the Incident Commander(s). The Operations Section Chief is responsible for activating any required branches within the Operations Section.



6.7 **Planning**

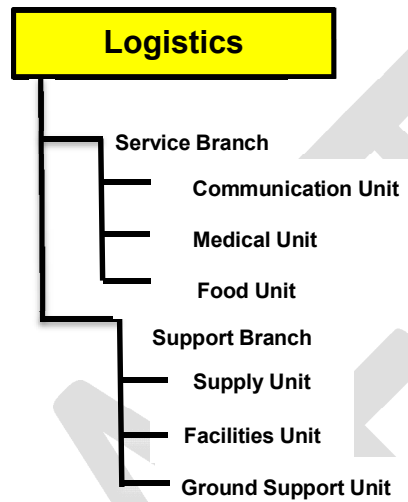
The Planning Section collects, processes, evaluates and displays situation information; develops ECC Actions Plans and Situation Reports in coordination with other functions; tracks status of ECOC issued resources; maintains all ECC documentation; ensures continuity of operations for the Municipality; plans for ECC demobilization, and facilitates the recovery phase. The Planning Section Chief is responsible for activating any required units within the Planning Section.



6.8 Logistics

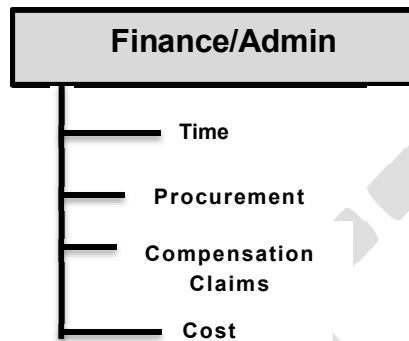
The Logistics Section provides/acquires requested resources including personnel, facilities, equipment and supplies; arranging access to technological and telecommunications resources and support; and providing other support services such as arranging for food and IT support.

The Logistics Section Chief is responsible for activating any required units within the Logistics Section.



6.9 Finance/Administration

The Finance and Administration Section monitors the expenditure process and response and recovery costs. In addition, is responsible for coordinating claims and compensation; contracts and procurement agreements; timekeeping; and cost estimates and analysis. The Fin/Admin Section Chief is responsible for activating any required units within the Fin/Admin Section.



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SECTION SEVEN - HAZARD, RISK AND VULNERABILITY ASSESSMENT

A hazard, risk and vulnerability analysis (HRVA) is both a process and a tool used to identify the known and potential hazard situations which have the potential for disrupting the community, causing casualties, destroying public and private property or impacting the environment. The process evaluates each situation by:

- 1) Probability- the frequency or likelihood of occurrence,
- 2) Impact- the consequences likely to be experienced should such an event occur, and
- 3) Risk Tolerance

An effective Hazard Analysis can be used in emergency response mode as well as in planning sessions. During the early warning or immediate impact of an event, a review of the hazard assessment can clearly identify the response objectives, including special considerations for vulnerable populations and allocation of resources.

The top threats faced by CBRM can be found in Appendix of this Plan.

A sub-committee of the Emergency Management Program and Planning Committee reviews and updates the Hazard, Risk, and Vulnerability Assessment (HRVA) and Critical Infrastructure database every four years.

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SECTION EIGHT - RECOVERY

8.1 RECOVERY

Emergency recovery is the coordinated process of supporting affected communities in the reconstruction of the physical infrastructure, restoration of the economy and of the environment, and support for the emotional, social, and physical wellbeing of those affected.

The Recovery phase begins when the emergency response phase stabilizes, with efforts to restore minimum services to the stricken community and continues with long-term efforts to return the community to normal. Immediate recovery activities including assessing damage, clearing debris, restoring food supplies, shelter and restoring utilities. Long-term recovery activities include rebuilding and redeveloping the community and implementing mitigation programs.

The ECC Management Team is responsible for developing an initial recovery plan to restore essential services and to facilitate the transition from emergency to a state of safe and acceptable conditions in all areas affected by the emergency.

8.2 Definition of Emergency Recovery

The development, coordination, and execution of service and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post incident reporting; and development of initiatives to mitigate the effects of future incidents.

Therefore Emergency Recovery is defined as follows:

"Actions taken to repair and restore communities after an emergency."

8.3 ECC Recovery Unit and the Recovery Action Plan

As the emergency response phase stabilizes, the ECC begins the coordination of disaster recovery activities. Near the end of emergency response operations, the ECC will make the transition to recovery operations. This may require re-evaluating which ECC functions are required and which agencies and personnel are best suited to staff the functions, as appropriate. The Recovery Unit in the ECC is responsible for overseeing the transition from response to recovery.

The Recovery Unit shall begin to draft an Action Plan for use by the Recovery Unit. The Action Plan will be utilized by the Recovery Unit to determine the appropriate Recovery Functions to activate.

8.4 Emergency Recovery Plan

The Emergency Recovery Plan is attached to this Plan as Annex B.

Recovery operations in the ECC utilize the same ICS functions as in response, but may involve different tasks. This section summarizes the core functions in recovery to assist the effort.

8.5 Disaster Financial Assistance Arrangements (DFAA)

In the event of a large-scale natural disaster, the Government of Canada provides financial assistance to provincial and territorial governments through the Disaster Financial Assistance Arrangements (DFAA), administered by Public Safety Canada. Assistance in Nova Scotia is available when a province's eligible expenses incurred in carrying out its own disaster response and recovery program exceed three million in uninsured losses province wide for single events, the DFAA provides the Government of Canada with a fair and equitable means of assisting the provincial government.

Through the DFAA, assistance is paid to the province or territory – not directly to affected individuals, small businesses or communities. A request for reimbursement under the DFAA is processed immediately following receipt of the required documentation of provincial/territorial expenditures and a review by federal auditors.

Therefore, before, during and after the disaster, keep track of all your activities and expenses directly relating to the event. To verify your claim, you will need to provide documentation describing what you have done and invoices for expenses you have incurred. Wherever possible, photographs or videos of the damaged property should be taken and made available to EMO.

8.6 Demobilization

8.6.1 Deactivation ECC

The ECC may demobilize in phases or in its entirety as the situation dictates. Only the ECC Commander has the authority to demobilize the municipality's Emergency Coordination Centre.

All outstanding tasks are to be assigned for follow-up and closure, and all outside agencies are informed in a timely manner stating the date and time of the closing of the ECC and outstanding items that are of interest or pertinent to them. Demobilization follows the same planning process as mobilization and response.

The Demobilization Check-Out Form (ICS 221) ensures that resources checking out of the incident/ECC have completed all appropriate incident business, and provides the Planning Section information on resources released from the incident. Demobilization is a planned process and this form assists with that planning.

8.6.2 After-Action Analysis and Meetings

The purpose of debriefing is to allow those involved in an emergency, exercise or event to analyse the event; to examine what occurred and communicate their experiences; to ensure lessons are identified; to ensure recommendations are made; and to ensure the

development of best practices to improve the organization's ability to respond in future emergencies.

An effective and structured system of debriefing will allow the organization to focus upon the follow issues:

- Validating policy;
- Equipment and resource problems and requirements;
- Training needs;
- Weakness in our methodology;
- Strategic issues;
- Health, safety and welfare concerns.

8.7 Types of Post-Incident Meetings

A **hot wash debrief** may occur immediately on-site after an incident response or a planned operation is completed and allows those involved to reflect upon and discuss their actions and identify any learning points. In this way everyone benefits from each individual's experience not just those who performed specific tasks.

Formal debriefs occur after an event and includes a broader group of people and provides an excellent opportunity to study and develop inter-agency liaison. Agencies involved in the operation/exercise are responsible for running their own debriefs. The ECC Commander, the Incident Commander or an agency administrator whose agency was involved in the incident and the Emergency Management Program and Planning Committee can request debrief for combined/multiple agencies.

SECTION NINE - PREVENTION, MITIGATION, PREPAREDNESS

9.1 Enabling Authority

This Emergency Management Plan is issued under the authority of Council in accordance with the Provincial Emergency Management Act, 1990 as well as CBRM By-Law E-100 Emergency Management.

Provincial and municipal legislation provide the Cape Breton Regional Municipality with the power to:

- Establish and maintain a municipal by-law
- Establish and maintain an emergency management organization
- Appoint a coordinator of the emergency management organization
- Appoint a committee of Municipal Council
- Prepare and approve emergency management plans
- Implement the municipality's Emergency Plan
- Declare a State of Local Emergency
- Exercise extraordinary powers in time of emergency or disaster
- Extend the Declaration of the State of Local Emergency and/or Cancel the Declaration of the State of Local Emergency
- Enter into Mutual Aid Agreements

9.2 C.B.R.M. Emergency Management Planning and Program Committee

The Emergency Management Planning and Programs Committee has been established in accordance with the CBRM Emergency Management By-Law. The goal of the Emergency Management Planning and Programs Committee is to provide guidance in the development, implementation, maintenance, evaluation and revision of emergency management programs, plans, procedures and/or policies that address mitigation, preparedness, response and recovery. The C.B.R.M. Emergency Management Planning and Programs Committee shall consist of the Chief Administrative Officer, the Manager of Emergency Management and their designated alternates, directors and senior managers from internal municipal departments and external partners and is chaired by the Manager of Emergency Management.

9.3 ECC Infrastructure Readiness

9.3.1 ECC Resources and Infrastructure

It is the Emergency Management Planning and Programs Committee's responsibility to ensure that the Municipality's primary and alternate ECCs are maintained in a state where they can be readily made available and functional. On an annual basis, the following should be inspected and or tested as a minimum:

- Functionality of telecommunications (e.g. phones, radios)
- Functionality of computer systems
- Documentation and plans – for accuracy
- Administrative supplies
- Availability of infrastructure (e.g. fax, photocopier)

9.3.2 Training

Training is an essential component of preparedness. To support the staff roles during an emergency as identified in this plan, the CBRM Emergency Management Division is responsible for administration and coordination training with EMO NS. Therefore, individuals and agencies assigned emergency responsibilities within this Plan are required to attend training offered by EMO NS. The training program will include internal and external partners as appropriate. The training policy matrix, which is attached to this plan, outlines the required and optional courses by emergency position.

The Manager of Emergency Management will maintain a database of staff training.

9.3.4 Plan Familiarization

Basic information about the plan is provided to key personnel that will have an active role in an emergency. This is a training session that consists of an overview of the plan and the specific actions that are expected of those personnel in an emergency.

This training is mandatory for anyone having a role in the ECC.

9.3.5 Exercises/Testing

Exercises are events that allow participants to apply their skills and knowledge to improve operational readiness. The primary purpose of an exercise is to identify areas that require additional training, planning, or other resources, with the goal of improving the jurisdiction's mission capability. Each year the Manager of Emergency Management, in co-operation with the Emergency Management Planning and Programs Committee, will plan the exercises and drills to test various components of the emergency management program. Notwithstanding the testing of subordinate plans, a test of the Municipal Emergency Plan, in whole or in part, will be conducted once a year in order to test the overall effectiveness of the emergency plan and provide training. A field exercise involving the Emergency Coordination Center Management Team should be held at least every three (3) years.

An essential component of a successful exercise is the ability to debrief the activities at the end of an exercise. A debriefing will be conducted and is generally divided into two categories: hot wash and formal debrief. An exercise report should be a written and include the following:

- 1) Consider what went well and comment on the reasons why
- 2) Assessment on the things that did not go as well as they could have and provide your comment on the reasons why
- 3) Provide any recommendations you may have for improvements that might be made to improve emergency response for future incidents

9.4 Emergency Management Components

The ultimate purpose of emergency management is to save lives, preserve the environment and protect property and the economy, with the protection of lives always the first priority. CBRM's comprehensive all hazards approach to emergency management recognizes four types of activities that contribute to the reduction or elimination of hazards and to reducing the susceptibility or increasing the resilience to hazards of a community or environment.

The four risk-based functions as defined by An Emergency Management Framework for Canada are:

9.4.1 Prevention and Mitigation – to eliminate or reduce the risks of disasters in order to protect lives, property, the environment, and reduce economic disruption. Prevention/mitigation includes structural mitigative measures (e.g. construction of floodways and dykes) and non-structural mitigative measures (e.g. building codes, land-use planning, and insurance incentives). Prevention and mitigation may be considered independently or one may include the other.

9.4.2 Preparedness – to be ready to respond to a disaster and manage its consequences through measures taken prior to an event, for example emergency response plans, mutual assistance agreements, resource inventories and training, equipment and exercise programs.

9.4.3 Response – to act during or immediately before or after a disaster to manage its consequences through, for example, emergency public communication, search and rescue, emergency medical assistance and evacuation to minimize suffering and losses associated with disasters.

9.4.4 Recovery – to repair or restore conditions to an acceptable level through measures taken after a disaster, for example return of evacuees, trauma counseling, reconstruction, economic impact studies and financial assistance. There is a strong relationship between long-term sustainable recovery and prevention and mitigation of future disasters. Recovery efforts should be conducted with a view towards disaster risk reduction.

9.5 Public Awareness

Public awareness in emergency management contributes to community knowledge and helps to build resilience and to inform the public about potential risks and safety measures before an emergency, during and after an emergency event. Public Safety and Emergency Preparedness pamphlets, books and kits dealing with all aspects of emergency management and materials developed by Public Safety Canada and Nova Scotia Emergency Management Office will be made available for use in the program.

CBRM EMD Information Officer handles public awareness on a Regional level for Regional events. From time-to-time, CBRM EMO will develop and distribute general information about personal or general emergency preparedness issues for the public.

SECTION TEN – GOVERNANCE FRAMEWORK AND PLAN

10.1 Reporting Structure and Governance

Under Section 10 of the Nova Scotia Emergency Management Act, the Municipality passed an Emergency Management by-law to set the administrative responsibility and structure. The CBRM Emergency Management Bylaw provides for the establishment of the following.

10.2 Mayor and Council

Under the Nova Scotia Emergency Management Act, Section 10.1:

1. Subject to the approval of the Minister, establish and maintain a municipal emergency by-law;
2. Establish and maintain a municipal emergency management organization;
3. Appoint a coordinator of the municipal emergency management organization;
4. Appoint a committee consisting of members of the municipal council, and
5. Prepare and approve emergency management plans.

10.3 Emergency Management Committee of Council

The CBRM EMO Committee of Council is established under the by-law and consists of the Chairman and other members of Council as appointed by Council.

“The Committee shall advise Council on the development of emergency management plans, as required by Section 10 of the Nova Scotia Emergency Management Act.”

10.4 Chief Administration Officer (CAO)

The CAO is appointed by and reports to Municipal Council. The CAO oversees the overall administration of the Municipality and ensures the strategic direction for the municipality’s short and long-term corporate objectives are achieved. In addition, the CAO executes the policy decisions of Council and directs the work of all municipal departments including CBRM EMO and its policies.

10.5 Manager C.B.R.M. Emergency Management Division

The Manager is appointed in accordance with the by-law and is responsible on a day to-day basis for the management and coordination of emergency preparedness, response and recovery activities for the CBRM. The emergency management program consists of emergency plans, training programs and exercises for regional employees and partner agencies. The Manager reports to the Chief Administrative Officer (CAO) or designated alternate upon the initial warning of a real or potential emergency or disaster and receives policy direction and support from the Emergency Management Planning and Programs Committee.

10.6 C.B.R.M. Emergency Management Division

The CBRM Emergency Management Division is an office of the CBRM Fire and Emergency Services. The division consists of the Manager of Emergency Management.

The role of EMO is to facilitate the development and coordination of emergency plans and systems to maximize the protection of life, public infrastructure, property and the environment in the event of an emergency or disaster situation. This is accomplished by working closely with first responders, agencies, municipal departments and committees to develop plans and programs that address each stage of the emergency management component.

10.7 C.B.R.M. Emergency Management Planning and Program Committee

The Emergency Management Planning and Program Committee has been established in accordance with the CBRM Emergency Management By-Law. The goal of the Emergency Management Planning and Program is to provide guidance in the development, implementation, maintenance, evaluation and revision of emergency management programs, plans, procedures and/or policies that address mitigation, preparedness, response and recovery. The C.B.R.M. Emergency Management Planning and Program shall consist of the Chief Administrative Officer, the Manager of Emergency Management and their designated alternates, directors and senior managers from internal municipal departments and external partners and is chaired by the Manager of Emergency Management.

10.8 Governance Structure during Emergency Response Operations

Emergency Services personnel are typically first on the scene mitigating the incident during any emergency. There are times however, where local ECC Management Team come together in the Emergency Coordination Centre (ECC) to provide interagency coordination, centralizes information about the emergency, policy direction to the Incident Commander, coordinates resource requests from the site(s), manages all non-site activities and recovery efforts. When these issues occur, the ECC becomes the focal point for the coordination of such incidents.

The Emergency Coordination Centre (ECC) is where local ECC Management Team come together to provide inter-agency coordination, it centralizes information about the emergency, policy direction to site Incident Commander, coordinates resource requests from the site(s), manages all non-site activities and recovery efforts. The Emergency Coordination Center Management Team is led by the ECC Commander who is the Chief Administration Officer (C.A.O.) or a designated alternate.

SECTION ELEVEN – PLAN ADMINISTRATION

11.1 Production, Distribution and Accounting

A formal process of evaluation, corrective actions and post incident analysis must be in place to foster a culture of continual learning and business improvement. Responsibility for the Plan's production, distribution and review including the recommendation of amendments to the Emergency Plan as required from time to time, rests with the Emergency Management Planning and Programs Committee. The Manager of Emergency Management will distribute copies of the Emergency Plan according to the Distribution List located at the front of this plan. Each authorized copy of the plan shall contain a version identification number that will be recorded on the distribution list. No person may copy, reproduce, *distribute* or alter this *Emergency Plan* in whole or in part without contacting the Manager of Emergency Management. The appendices and annexes provided for in this plan are deemed to be confidential. Appropriate sections will be made available to those assigned specific tasks and responsibilities, and to other stakeholders as required.

11.2 Review

Building capacity and disaster resilience requires emergency management agencies to apply a risk-based approach and to adopt a culture of continual learning and business improvement. Therefore in order for the Emergency Management Plan to be effective in an emergency, it must be regularly checked, tested and revised/updated as conditions change. This ensures plans processes and procedures are as effective and efficient as possible. This Plan will be reviewed annually as part of the Emergency Management Program review process. The Manager of Emergency Management in cooperation with the members of the Emergency Management Planning and Programs Committee will coordinate this annual revision. Any personnel, department or agency with emergency management responsibilities are responsible for annual reviews of their emergency response roles or procedures and to provide any changes to the Manager of Emergency Management.

In addition to the annual revision, ongoing revisions may be required to ensure the sustainability of the document where deficiencies in operational systems and procedures are revealed as a result of:

- Review meetings by the program committee;
- Exercises;
- An extensive review of the plan every four years, make necessary amendments and seek council approval as required by the Act. The extensive review of the plan would include consultative approach with EMO NS;
- Operational debriefs

11.3 Amendment Procedures

The Manager of Emergency Management will coordinate minor revisions to this Emergency Plan with the Emergency Management Planning and Programs Committee. Appendices and administrative details are considered minor changes. Major revisions to this Plan will only be approved through a recommendation of the Emergency Management Planning and Programs Committee and must be presented to Municipal Council for approval. When an amendment is made to this Plan, the Manager of Emergency Management will note any amendments under the "Record of Change" located immediately following the table of contents at the front of the Master Copy of the plan. The Manager of Emergency Management will send out

updated pages to all registered plan-holders as soon as possible. Plan Holders will then insert any new amendments and record the change on the "Record of Change" of their plans and verify that they have received the changes.

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Appendix "A" Glossary

Agency Representative - An individual assigned to an incident from an assisting or cooperating agency who has been delegated authority to make decisions on matters affecting that agency's participation at the incident. Agency Representatives report to the Incident Liaison Officer.

Assisting Agency - An agency directly contributing tactical or service resources to another agency.

BIA - Business Impact Analysis

CAO - Chief Administration Officer

CBRM - Cape Breton Regional Municipality

Cooperating Agency - An agency supplying assistance other than direct tactical or support functions or resources to the incident control effort.

ECC- Emergency Coordination Center

EHS- Emergency Health Service

EMO NS - Emergency Management Office Nova Scotia

EMPO's - Emergency Management Planning Officers for Emergency Management Office
Nova Scotia

HRVA - Hazard Risk Vulnerability Assessment

IAP - Incident Action Plan

IC- Incident Commander

ICS- Incident Command System

ICP- Incident Command Post

PCC- Provincial Coordination Center

SOE - State of Emergency - A temporary state declared, in accordance with the legislation, by the appropriate authorities when an emergency exists or is imminent, and during which these authorities have extraordinary powers in the implementation of emergency response measures. (Termium) "State of emergency" means a state of emergency declared by the Minister or renewed by the Minister pursuant to this Act (Nova Scotia: An Act to Provide for a Prompt and Co-ordinated Response to a State of Emergency)

SOLE - State of Local Emergency - temporary state declared, in accordance with the legislation, by the appropriate authorities when an emergency exists or is imminent, and during which these authorities have extraordinary powers in the implementation of emergency response measures. (Termium) "State of local emergency" means a state of local emergency declared by a municipality or renewed by it pursuant to this Act. (Nova Scotia: An Act to Provide for a Prompt and Co-ordinated Response to a State of Emergency)

Appendix "B" State of Local Emergency

A "State of Local Emergency" (municipal) is declared pursuant to Section 12 of the Emergency Management Act only when it is necessary to exercise one or more of the powers available to local authorities under the NS Emergency Management Act to manage the Emergency. These powers are listed on page AP8-4. The following steps must be adhered to:

1. Declare the State of Local Emergency

- 1.1 The Manager of Emergency Management contacts the local EMPO for EMO NS or EMO NS Duty officer (1-866-424-5620) to notify of the intent to declare a "State of Local Emergency"(municipal).
- 1.2 Municipal Council declares a "State of Local Emergency" (municipal)by resolution in the provincial template shown on page AP6-5, which is specifically designed to meet the requirements of the Emergency Management Act.
- 1.3 Notwithstanding the provisions of Section 12.3, if a municipal council is unable to act promptly, the mayor may exercise the authority of the municipal council contained in subsection (2) after consulting, if it is practical to do so, with a majority of the members of the council's committee to advise on the development of emergency management plans. Where the declaration is made by order of the Mayor, the provincial template on page AP6-4 is used, with the added requirement that it must be signed by the Mayor.
- 1.4 The "State of Local Emergency" "(municipal) automatically exists for a maximum of 7 days unless it is cancelled earlier by the minister who has responsibility for the administration of the Emergency Management Act, or by Council or the Mayor.
- 1.5 A copy of the declaration must:
 - (a) be forwarded to the Minister responsible for Emergency Management via EMO NS EMPO or fax who presents the declaration to the Minister,
EMO NS
24/7: Phone: 1-866-424-5620
24/7: Fax: (902) 424-5376 (monitor during regular business hours)

- (b) include a map of the geographic boundaries in which the emergency exists
- (c) include a copy of any resolution, signed by the Mayor.

2. Terminate the Declared "State of Local Emergency"

2.1 The Minister may

(a) terminate a state of local emergency (municipal) with respect to an area identified by a municipality in its declaration of a state of local emergency (provincial) when, in the Minister's opinion, an emergency no longer exists in such area.

(b) A municipality may terminate a state of local emergency (municipal) with respect to an area identified by it in its declaration of a state of local emergency when, in its opinion, an emergency no longer exists in such area. *1990, c. 8, s. 18.*

(c) when the area identified by the municipality in its declaration of a state of local emergency (municipal) is included in an area identified by the Minister in a declaration of a state of emergency (provincial);

(d) when it is terminated by the Minister or by the municipality;

(e) seven days after the day on which it was declared unless it is renewed in accordance with this Act.

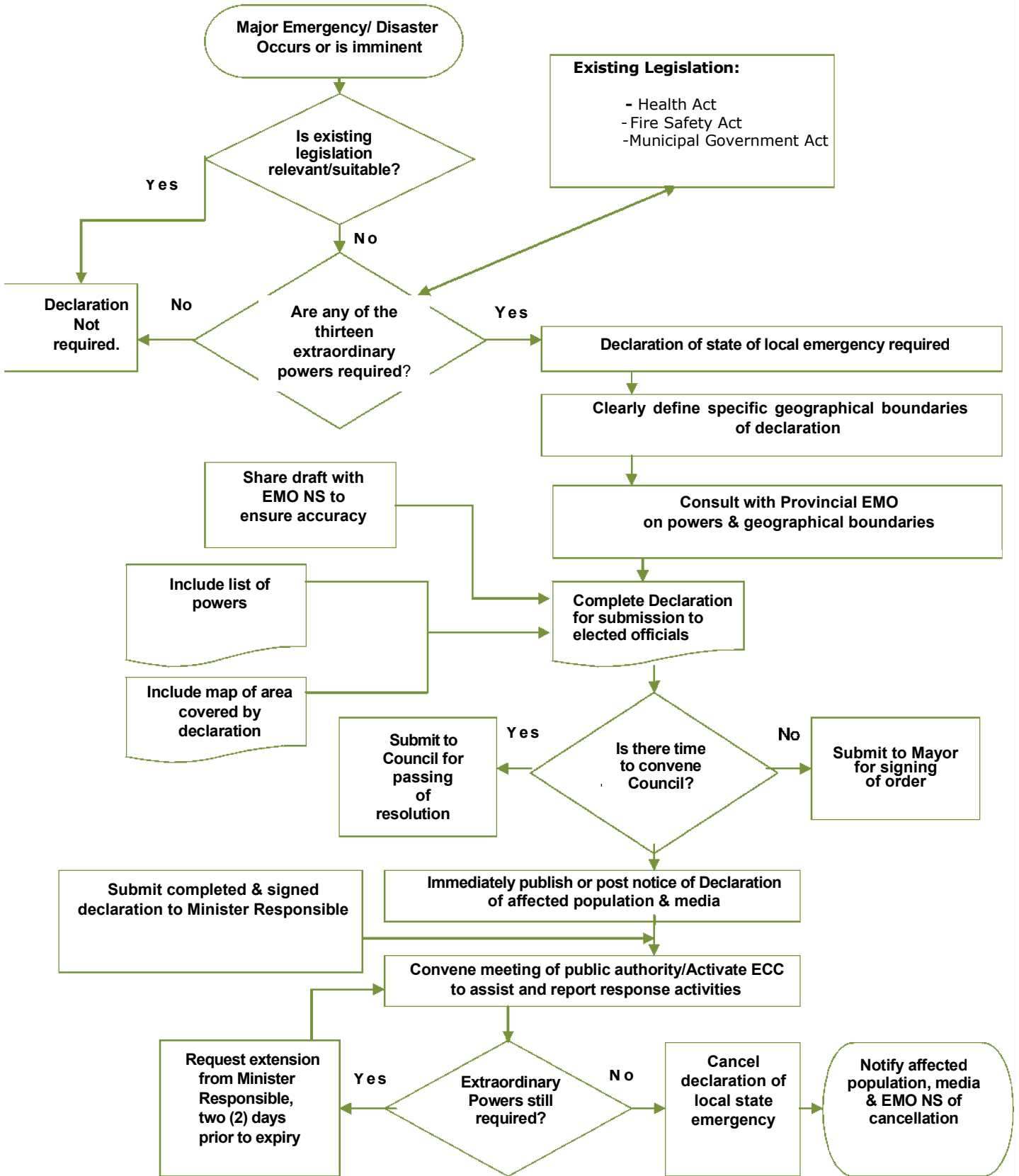
2.2 The signed cancellation order must then be made public by any method that the local authority determines will ensure all the affected residents are notified in a timely manner.

3. Extending the Duration of the "State of Local Emergency" Period

3.1 The minister who has responsibility for the administration of the Emergency Management Act must approve an extension of a "State of Local Emergency" "(municipal) where the duration of the emergency exceeds 7 days.

3.2 The steps outlined in Sections 1.5 and subsection 4.1 must be followed for each and every 7-day extension using the Extension of Approval template provided on page AP8-7. The extension of approval form should be submitted to the PCC, if activated or to EMO NS at least two days prior to the expiration of the declaration.

Declaration SOLE



Powers available under Emergency Management Act

14 Upon a state of emergency being declared in respect to the Province or an area thereof, or upon a state of local emergency being declared in respect to a municipality or an area thereof, the Minister may, during the state of emergency, in respect of the Province or an area thereof, or the mayor or warden, as the case may be, may, during the state of local emergency, in respect of such municipality or an area thereof, as the case may be, do everything necessary for the protection of property and the health or safety of persons therein and, without restricting the generality of the foregoing, may

- (a) cause an emergency management plan or any part thereof to be implemented;
- (b) acquire or utilize or cause the acquisition or utilization of personal property by confiscation or any means considered necessary;
- (c) authorize or require a qualified person to render aid of such type as that person may be qualified to provide;
- (d) control or prohibit travel to or from an area or on a road, street or highway;
- (e) provide for the maintenance and restoration of essential facilities, the distribution of essential supplies and the maintenance and co-ordination of emergency medical, social and other essential services;
- (f) cause or order the evacuation of persons and the removal of livestock and personal property threatened by an emergency and make arrangements for the adequate care and protection thereof;
- (g) authorize the entry by a person into any building or upon land without warrant;
- (h) cause or order the demolition or removal of any thing where the demolition or removal is necessary or advisable for the purpose of reaching the scene of an emergency, of attempting to forestall its occurrence or of combating its progress;
- (i) order the assistance of persons needed to carry out the provisions mentioned in this Section;
- (j) regulate the distribution and availability of essential goods, services and resources;
- (k) authorize and make emergency payments;
- (l) assess damage to any works, property or undertaking and the costs to repair, replace or restore the same;
- (m) assess damage to the environment and the costs and methods to eliminate or alleviate the damage. 1990, c. 8, s. 14; 2005, c. 48, s. 6.

Form 4

Declaration of a State of Local Emergency by Council of Municipality
(Subsection 12(2) of the *Emergency Management Act*)

The following area is or may soon be encountering an emergency that requires prompt action to protect property or the health, safety or welfare of persons therein:

Emergency area:

The area of Nova Scotia generally described as:

Nature of the emergency:

I am satisfied that an emergency, as defined in clause 2(b) of Chapter 8 of the Acts of 1990, the *Emergency Management Act*, exists or may exist in the emergency area.

I hereby declare a state of local emergency in the emergency area stated in this declaration on and after _____ (time - specify a.m./p.m.) on _____, 20____.

If this declaration is not renewed or terminated, the state of emergency remains in effect until 7 days after the date and time it is declared, or the earlier date and time set out below:

Date of termination: _____ (time - specify a.m./p.m.) on _____, 20____.

Dated at _____, Nova Scotia, _____, 20____.

Council of Municipality

Name

Position

(Authorized by Resolution No. _____
dated _____, 20__)

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Form 5

Declaration of a State of Local Emergency by the Mayor

(Subsection 12(3) of the *Emergency Management Act*)

The following area is or may soon be encountering an emergency that requires prompt action to protect property or the health, safety or welfare of persons therein:

Emergency area:

The area of Nova Scotia generally described as:

Nature of the emergency:

I am satisfied that an emergency, as defined in clause 2(b) of Chapter 8 of the Acts of 1990, the *Emergency Management Act*, exists or may exist in the emergency area.

The Council of the Municipality is unable to act.

(Check applicable box)

I have consulted with a majority of the members of the Municipal Emergency Management Committee, as required by subsection 12(1) of the *Emergency Management Act*.

OR

It is impractical to consult with the persons listed above.

I hereby declare a state of local emergency in the emergency area stated in this declaration on and after _____ (time - specify a.m./p.m.) on _____, 20____.

If this declaration is not renewed or terminated, the state of emergency remains in effect until 7 days after the date and time it is declared, or the earlier date and time set out below:

Date of termination: _____ (time - specify a.m./p.m.) on _____, 20____.

Dated at _____, Nova Scotia, _____, 20____.

Mayor – Cape Breton Regional Municipality

Form 6

**Renewal of a State of Local Emergency by Council of Municipality,
or Mayor**

(Subsection 20(2) of the *Emergency Management Act*)



On _____, 20____, a state of local emergency was declared for the following area:

Emergency area:

The area of Nova Scotia generally described as:

Nature of the emergency:

I am satisfied that an emergency, as defined in clause 2(b) of Chapter 8 of the Acts of 1990, the *Emergency Management Act*, continues to exist or may exist in the emergency area.

I hereby renew the state of local emergency in the emergency area on and after _____ (time - specify a.m./p.m.) on _____, 20__.

If this declaration is not renewed or terminated, the state of emergency remains in effect until 7 days after the date and time it is declared, or the earlier date and time set out below:

Date of termination: _____ (time - specify a.m./p.m.) on _____, 20__.

Dated at , Nova Scotia, , 20_.

If Council is unable to act:

Council of Municipality

Name

Mayor/Warden

Form 7

Termination of a State of Local Emergency by Council of Municipality

(Subsection 18(2) of the *Emergency Management Act*)



On _____, 20____, a state of emergency was declared for the following area:

Emergency area:

The area of Nova Scotia generally described as:

Nature of the emergency:

I am satisfied that an emergency, as defined in clause 2(b) of Chapter 8 of the Acts of 1990, the *Emergency Management Act*, no longer exists in the emergency area.

I hereby terminate the state of local emergency on and after _____ (time - specify a.m./p.m.) on _____, 20____.

Dated at _____, Nova Scotia, _____, 20____.

Council of Municipality

Name

Position

(Authorized by Resolution No. _____ dated _____, 20_)

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Public Notification: Declaration of a State of Local Emergency



Residents and businesses in the area bounded by _____, _____, _____, _____ are hereby notified that a State of Local Emergency has been declared for the area as noted on the following map:

Map

This State of Local Emergency is declared due to (short hazard description) and (short consequence statement) in the (area description) as detailed on the above map.

The following powers available under the Emergency Program Act have been invoked (list

the powers, who they have been delegated to, and what it means to the residents and businesses, i.e. evacuate the area, remove a tree or significant structure, construct a significant structure, etc.). Residents and businesses in this area are advised to _____ (state what you want people to do.)

This Local Emergency Declaration commenced effective (date and time) and will remain in force until (date-maximum 7 days).

A copy of the formal declaration is available from the City Clerk's office.

For further information, please call _____ .

Appendix "C" Hazards, Risks, Vulnerability Assessment (HRVA)

HAZARD ANALYSIS GRID

Legend	Low	Medium	High
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PROBABILITY	5	- Bomb Explosion Threat	- Dangerous Goods/ Hazmat	- Electrical Power Outage	- Hurricane/ Tropical Storm - Winter Storm/ Blizzard/ Ice Storm	
	4			- Fire (wildland)		
	3		- Coastal Flooding / Storm Surge - Industrial Accident - Marine Incident - Road Accident/ Closure		- Flooding: Inland/ Flash/ Dam Failure	
	2		- Earthquake - Mine Emergency	- Epidemic - Fire (Urban)	- Aviation Incident	
	1	- Structural Collapse	- Riots: Civil Disorder - Terrorism	- Telecommunications Disruption		
	-	1	2	3	4	5
IMPACTS						

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