

# **Manitoba Emergency Plan**

**v. 2.3**

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- Manitoba Flood Coordination Annex
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- Environmental Emergency Coordination Annex
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- Avian Influenza Coordination Annex
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## **FOREWORD**

Manitoba has experienced a number of natural and human-caused events, including as examples floods, forest fires, severe weather, epidemics, and dangerous goods spills. These, and other high-impact hazards, can cause loss of life, injury, danger to health and safety, damage to property and the environment, and economic loss.

Depending on their scale and scope, emergencies can vary from “routine emergencies” to disasters. In describing some emergencies as “routine,” that in no way is intended to minimize the impact or suffering of those affected - simply that in scale and scope they are the types of events that local first responders usually resolve. Most traffic accidents, single structure fires, and individual illness and injury are examples of routine emergencies.

Major emergencies are typically larger in scale, whereas disasters are always larger both in scale and scope. If the demands of an event exceed a local authority’s available resources, nearby communities can usually lend support and provide additional resources or responders through mutual aid. Occasionally, an event is so large that even these additional resources are overwhelmed, and by some definitions the emergency then becomes a disaster. This is particularly the case where an event has led to a cascade in which critical telecommunication, transportation, and other critical infrastructure has been damaged or destroyed.

In events where local resources are overwhelmed, or where specialist resources are required, the Province of Manitoba is able to assist. Additional resources can be obtained through the Manitoba Emergency Measures Organization (Manitoba EMO) from the federal government or various non-government organizations (NGOs).

Ownership or control over immediately available resources and familiarity with the local environment generally means the local authority is best able to manage an emergency or disaster within its jurisdiction. Except in very specific or unusual circumstances, the local authority continues to hold that responsibility even when the provincial and federal governments provide assistance.

In Manitoba we have frequently demonstrated that we help one another in times of need. This is particularly the case in major emergencies and disasters.

Minister Responsible for the Administration of  
*The Emergency Measures Act*

## **ACRONYMS**

Use of acronyms should be limited so as to avoid confusion and miscommunication; however, there are some common acronyms which are in general use and are included below.

ARES	Amateur Radio Emergency Services
ADM	Assistant Deputy Minister
CSM	Communications Services Manitoba
DM	Deputy Minister
EMCC	Emergency Mobile Command Centre
EMA	Emergency Management Advisor
Manitoba EMO	Manitoba Emergency Measures Organization
ECC	Emergency Coordination Centre
EMPS	Emergency Management and Public Safety
EOC	Emergency Operations Centre
GOC	Government Operations Centre (Federal)
ICS	Incident Command System
IEPC	Interagency Emergency Preparedness Committee
MECC	Manitoba Emergency Coordination Centre (Provincial EOC)
MEMS	Manitoba Emergency Management System
MEP	Manitoba Emergency Plan
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
PAD	Priority Access to Dialing
PSoE	Provincial State of Emergency
PS Canada	Public Safety Canada
SoLE	State of Local Emergency
UC	Unified Command

## **DEFINITIONS**

All terms used in the MEP have the same definition and meaning as in *The Emergency Measures Act* (the Act). The following additional terms are defined as follows:

“command post” is the location occupied by the command element or the head(s) of any responding agency. This may be a vehicle designed for that purpose (i.e. Emergency Mobile Command Centre) or any vehicle or structure which meets the needs of the noted individuals.

“coordinating department” is a department that is responsible for bringing together and engaging relevant departments, agencies and other organizations to plan, prepare for, respond to and recover from a major emergency or disaster.

“dangerous goods” include any product, substance, or organism designated in *The Dangerous Goods Handling and Transportation Act* or conforming with the criteria set out in the regulations, or in any regulation adopted in accordance with that Act and includes hazardous waste.

“Director of Operations” is an officer of the Manitoba Emergency Measures Organization (Manitoba EMO) who the EMAs report to, and who is responsible for managing emergency operations.

“Emergency Mobile Command Centre” (EMCC) is the EMO mobile command post. It includes meeting areas, maps, communications equipment, heat, lighting, and generator.

“environmental accident” refers to a release, leakage, or spillage of a product which is subject to the provisions of *The Dangerous Goods Handling and Transportation Act* or *The Environment Act*, which may create a hazard to human life or health, to other living organisms, or to the physical environment.

“Executive Director” is the senior officer of Manitoba EMO responsible for its general management. [Due to structural changes at Manitoba EMO, where an Executive Director has not been appointed, all references to the Executive Director are deemed to be to the Assistant Deputy Minister responsible for the Emergency Measures and Public Safety Division of Manitoba Infrastructure, or such officer of the Emergency Measures Organization directed by the ADM to temporarily act as Executive Director.]

“incident commander” is the person designated by the appropriate authority to provide the control and coordination of the on-site emergency response team.

“primary department” is a department with a legislated responsibility to perform certain functions in an emergency. Depending on the nature of the emergency, there may be multiple primary departments, each with specific responsibilities.

“Emergency Management Advisors” (EMAs) are members of Manitoba EMO that are assigned to a specific region of the Province to provide advise and assistance to the municipalities in that region regarding all aspects of emergency management.

“supporting department” is a department that does not have specific responsibilities in an emergency, but provides assistance to a primary department.

“unified command” (UC) consists of the appointed representatives of departments each with a legislated authority or responsibility for some portion of the event, which are collectively responsible for on-site management of an emergency. The UC is essentially a collective incident commander in the ICS with the same roles and responsibilities.

Although defined in the Act, we have included the following definitions for ease of reference:

**"emergency" means a present or imminent situation or condition that requires prompt action to prevent or limit**

**(a) the loss of life; or**

**(b) harm or damage to the safety, health or welfare of people; or**

**(c) damage to property or the environment;**

**"routine emergency" means an emergency that**

**(a) can be effectively resolved**

**(i) by local police, fire and emergency medical services, working independently or together with public works and utilities personnel, and**

**(ii) without requiring additional resources from a local authority not directly affected by the emergency, the Government of Manitoba or the Government of Canada,**

**(b) does not require evacuation of persons out of the geographic area over which a local authority has jurisdiction, and**

**(c) does not require the declaration of a state of emergency or a state of local emergency.**

**"major emergency" means an emergency that is not a routine emergency;**

**"disaster" means a calamity, however caused, which has resulted in or may result in**

**(a) the loss of life; or**

**(b) serious harm or damage to the safety, health or welfare of people; or**

**(c) wide-spread damage to property or the environment;**



# 1. INTRODUCTION

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## 1.1 BASIC DOCTRINE AND CONCEPTS

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### 1.1.1 The Canadian Framework

Emergency management in Manitoba is guided by the federal/provincial/territorial (F/P/T) document titled *An Emergency Management Framework for Canada*. This framework describes the major components of emergency management, common definitions, and principles on which emergency management programs in Canada are based.

### 1.1.2 The Four Pillars of Emergency Management

There are four major components or phases in emergency management:

- **PREVENTION AND MITIGATION** – to reduce the impact or risks of hazards through pro-active measures taken before an event occurs, e.g. through land use management, public education, or by building protective structures such as dykes. The terms are frequently used interchangeably.
- **PREPAREDNESS** – to make 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.
- **RESPONSE** – to act during or immediately 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.
- **RECOVERY** – to repair or restore conditions to an acceptable level through measures taken after a disaster, for example return of evacuees, trauma counselling, reconstruction, economic impact studies, and financial assistance. There is a strong relationship between long-term recovery and prevention and mitigation of future disasters.

### 1.1.3 Vulnerability and Resiliency

Both prevention/mitigation and preparedness efforts are directed to reducing vulnerability and increase resiliency.

- **VULNERABILITY** can be described as the conditions determined by physical, social, economic, and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards.

- **RESILIENCE** is the capacity of a system, community or society to cope with, adapt to, respond to, and recover from disasters, and maintain an acceptable level of function. It includes strengthening social and physical capacity in the human and built-environment

Well prepared communities are typically less vulnerable and more resilient than unprepared communities.

#### **1.1.4 Other General Principles**

Some of the general principles that are important to effective emergency management are as follows.

- Emergency management roles and activities are carried out in a responsible manner at all levels of Manitoba society.
- Emergency management is based on partnerships that include effective collaboration, coordination, and communication. When organizations function in isolation from one another, in so-called silos, critical information is not shared and lives can be placed at risk.
- Emergency management is comprehensive. It is proactive and balances efforts across the prevention/mitigation, preparedness, response, and recovery functions.
- Emergency management requires an understanding of the roles, responsibilities, authorities, and capacities of the emergency management partners.
- Emergency management decision-making is evidence-based and includes an understanding and evaluation of the hazards, risks and vulnerabilities. Employing appropriate mitigation strategies is a sustainable way to reduce risk and lessen the socio-economic cost of disasters.
- Emergency management gains efficiencies and improves coordination by taking an all-hazards approach to assessing risk and impact. In doing so it focuses on the consequence and seeks to mitigate those consequences howsoever caused.
- Emergency management can only be achieved through a continuous process of open, honest and accurate communication between emergency management agencies and with the public that starts long before an event, and continues during response and recovery. It may include providing information in the forms of public education, alerting, and guidance.

- Emergency management learns from exercises and events and actively engages in the process of continuous quality improvement. It willingly shares lessons learned and promotes the appropriate exchange of information.
- Emergency management includes business continuity planning to ensure availability of critical services.

## **1.2 SCOPE**

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### **1.2.1 Basic All-Hazards Plan**

The Manitoba Emergency Plan (MEP) is the basic all-hazards coordination plan for an “all of government” response to major emergencies and disasters within the Province regardless of the cause or hazard.

It describes emergency response concepts and structure, and explains the respective roles and responsibilities of the Province and its departments.

Although the MEP is primarily directed to provincial departments, it also contains information which will be important to non-governmental organizations (NGOs), local authorities and federal agencies that have roles and responsibilities that need to be coordinated with provincial departments.

### **1.2.2 Schedules**

The schedules refer to policies and operational processes that may be amended more frequently.

The following is a list of the current schedules; however, these may be added to or deleted as required:

- Schedule 1: Manitoba Emergency Management System (MEMS)
- Schedule 2: Provincial Government Departmental Emergency Roles and Responsibilities
- Schedule 3: Non-Governmental Organizations
- Schedule 4: Template for Declaration of a State of Local Emergency
- Schedule 5: Evacuations
- Schedule 6: Telecommunications

### 1.2.3 Annexes

There are additional plans for major emergencies or disasters caused by specific hazards. These are annexes to the MEP. They usually contain more detailed operational processes specific to the hazard.

The following is a list of the Annexes which either exist or are under development. Again, these may be added to or deleted as required.

**Where there is a contradiction between the MEP and an Annex, the more specific guidance set out in the annex shall prevail in a situation to which the annex applies.**

- Flood Coordination Annex
- Wildland Urban Interface Fire Coordination Annex
- Environmental Emergency Coordination Annex
- Severe Weather Annex
- Avian Influenza Coordination Annex
- Influenza Pandemic Coordination Annex

## 1.3 OBJECTIVES

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The objectives of the MEP are to coordinate the Provincial response in a major emergency or disaster so as to prevent or limit:

- loss of life,
- injury to persons,
- damage to property or the environment, and
- significant economic loss or disruption

## 1.4 COOPERATION AND COORDINATION

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To accomplish these objectives, the MEP requires and directs that there be:

- cooperative planning and coordination between neighbouring municipalities; and local, provincial, and federal authorities; non-government agencies, and the private sector; and
- a prompt and coordinated response by the Province to any major emergency or disaster within provincial jurisdiction or in support of a local authority that has requested provincial assistance.

## 1.5 AUTHORITY

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The MEP is approved and ordered by the Lieutenant Governor-in-Council in accordance with the provisions of Section 6 of *The Emergency Measures Act*.

## **1.6 IMPLEMENTATION**

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The Minister responsible for administration of *The Emergency Measures Act* (the Minister) is the senior elected official responsible for ensuring that the provincial response to a major emergency or disaster is appropriate in the circumstances, and coordinated between all departments.

The Minister may authorize the implementation of the MEP usually on the advice of the Executive Director or, in the absence of either one or both of them, by anyone authorized to act on behalf of the Minister or the Executive Director.

Implementation does not require a provincial state of emergency or state of local emergency be declared; but, where a provincial state of emergency has been declared, implementation shall be deemed to have been authorized.

## **1.7 TERMINATION**

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The provincial emergency response may be terminated by the Minister usually on the advice of the Executive Director, or in the absence of either one or both of them, by anyone authorized to act on behalf of the Minister or the Executive Director.

Terminating a provincial emergency response does not prevent individual departments from continuing with response activities within the scope of their respective roles and responsibilities.

## **1.8 REVIEW AND AMENDMENT**

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Manitoba EMO will conduct an annual review of the MEP in consultation with the appropriate departments. Proposed amendments to the MEP may be submitted to the Executive Director for consideration and appropriate action.

The Lieutenant Governor-in-Council approves amendments to the MEP as required under *The Emergency Measures Act*.

Due to the evolving and tactical nature of the content, the Executive Director shall review and approve amendments to the schedules and annexes.

## **2. PREPAREDNESS**

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### **2.1 EMERGENCY MEASURES ORGANIZATION**

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#### **2.1.1 Provincial Emergency Preparedness Program**

Pursuant to s. 2.2 of the Act, Manitoba EMO is required to

- prepare a provincial emergency preparedness program designed to achieve a state of readiness for major emergencies and disasters, including a provincial emergency plan, and
- conduct regular reviews and revisions of the program and plan.

#### **2.1.2 Registry**

Manitoba EMO shall establish and maintain a registry containing a current copy of every municipal and departmental emergency plan in effect in the province.

### **2.2 ALL OTHER DEPARTMENTS**

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#### **2.2.1 Departmental Emergency Management Program**

Pursuant to s. 8.1 of the Act, every department is required to prepare a departmental emergency management program that includes

- identification of the essential services the department will provide in an emergency or disaster;
- identification of the resources the department requires to provide those essential services;
- an assessment of the risks posed by identified hazards and how those risks might affect the department's ability to provide those essential services;
- a plan for how the department would continue to provide or resume provision of those essential services in an emergency or disaster.

#### **2.2.2 Periodic review**

Each department shall review and revise its emergency management program

- annually, or
- when otherwise directed to do so by the Minister.

#### **2.2.3 Provide Copy**

Each department shall provide Manitoba EMO with the most recent version of its emergency management program.

### 3. EMERGENCY NOTIFICATION

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#### 3.1 NOTIFY MANITOBA EMO

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In any emergency initial requests for assistance from the public are usually directed to emergency responders, i.e. police, fire or EMS providers, through 9-1-1 or a local emergency telephone number.

Local authorities, or provincial or federal departments and agencies (including 9-1-1 centres and first responders) which become aware of an event that either has, or could, result in a major emergency or disaster, shall notify the EMO as soon as possible, by calling the **Manitoba EMO Duty Officer 24/7 at 945-5555** or by email at [emodutyofficer@gov.mb.ca](mailto:emodutyofficer@gov.mb.ca)

**Note: When notifying the EMO Duty Officer of a serious event for the first time, it is best to telephone or otherwise confirm receipt of email rather than rely on email alone.**

Any emergency that has resulted, or may result, in

- death or injury to multiple persons,
- significant damage to
  - multiple properties,
  - critical infrastructure,
  - the environment, or
  - the economy, or
- any emergency which is likely to overwhelm local resources,
- any emergency which will require evacuation of people out of a community; or
- any emergency which may require Provincial or Federal assistance (other than specialist resources that are provided in the ordinary course)

shall, for purposes of Manitoba EMO notification, be considered to be a major emergency or disaster.

Some examples may include:

- |                                       |  |
|---------------------------------------|--|
| ▪ community evacuations               | ▪ mine incident  |
| ▪ dangerous goods incident            | ▪ heavy urban search and rescue                            |
| ▪ environmental accident              | ▪ significant utility disruptions                          |
| ▪ forest fire                         | ▪ structural collapse                                      |
| ▪ flood                               | ▪ transportation incident (air, highway<br>rail or marine) |
| ▪ ground search and rescue            | ▪ severe weather   |
| ▪ human or animal health<br>emergency | ▪ industrial accident                                      |
| ▪ radiological incident               |  |

**Note: Its is preferred that information be “pushed to” rather than “pulled by” Manitoba EMO.**

**This will ensure early situational awareness and a more rapid coordinated response. If any doubt notify EMO Duty Officer.**

### **3.2 FURTHER NOTIFICATION BY MANITOBA EMO**

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On receipt of notification, Manitoba EMO will then assess and notify the appropriate provincial and federal departments, local authorities, and other agencies, usually through their respective departmental emergency coordinators. [see also 4.1.3(a)(ii) Activation of the Manitoba Emergency Coordination Centre]

The Executive Director will also notify the Minister and provide such advice as may be required.

During the course of the emergency, Manitoba EMO will continue to provide written situation reports and any required updates to the Minister, with copies to Communications Services Manitoba (CSM), involved departments and local authorities, to Public Safety Canada (PS Canada), and to such other parties as may be required.

### **3.3 OTHER DEPARTMENTS AND AGENCIES**

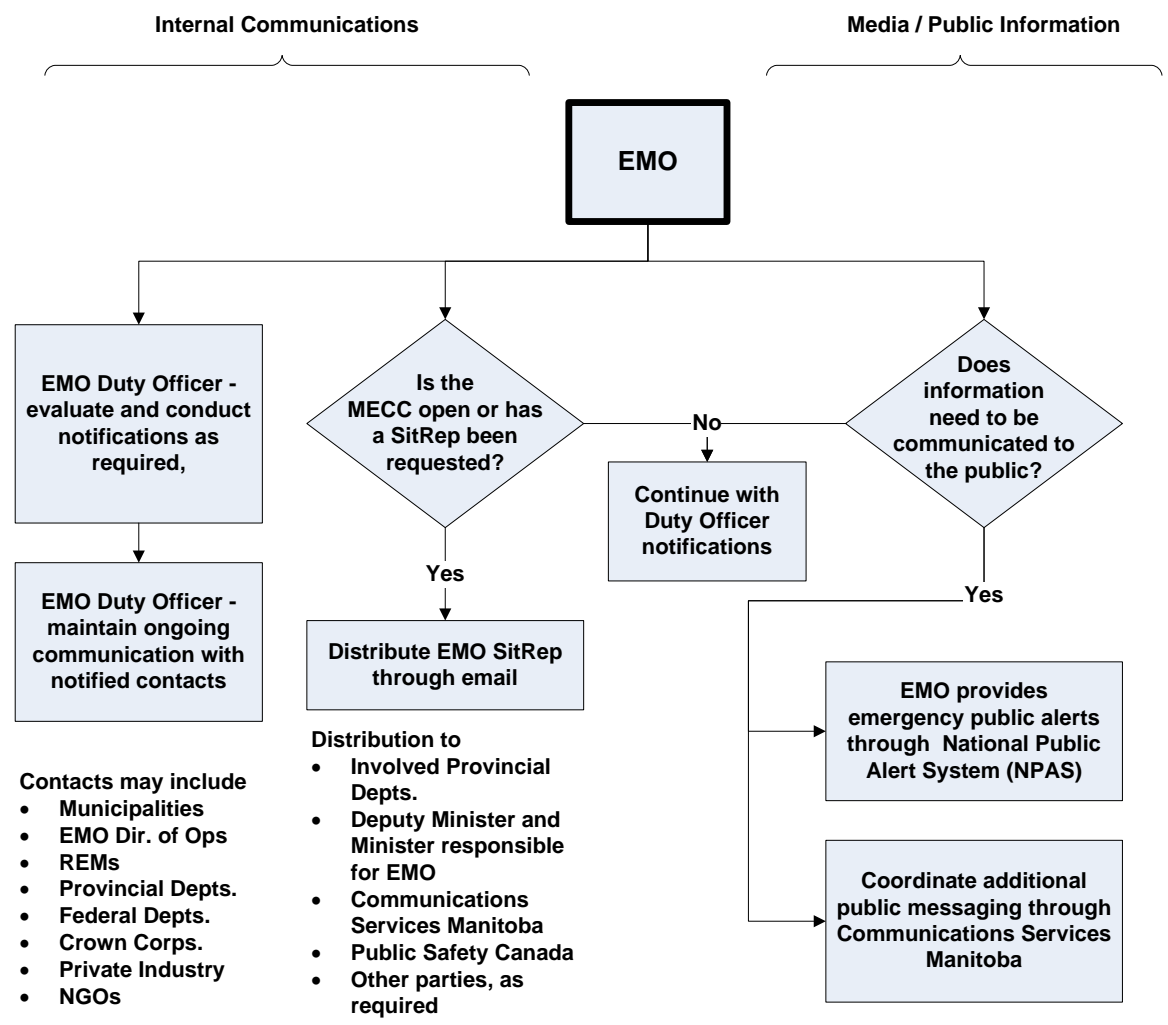
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On receipt of notification, the department emergency coordinator or other departmental official will then make any other notifications that may be required. This would typically include other departmental personnel, including senior management, and may include critical suppliers or service providers, and outside contractors.

In the event of a major emergency or disaster it may be necessary to activate the department's emergency plan.



### 3.3.1 Notification Model



## 4. RESPONSE

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### 4.1 INDIVIDUAL AND GOVERNMENT

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#### 4.1.1 Individual

In a major emergency or disaster there may be temporary interruption of the services provided by local government. It may take some time for these services to be restored, and other or additional resources may have to be brought into the area.

Individuals should prepare for and initially deal with potential emergencies or disasters that impact themselves and those under their care, particularly for the first **72 hours**. This may include ensuring initial supplies, food and water are on hand, and providing initial first aid.

#### 4.1.2 Local Authority

In the model of emergency management that has been used in Canada since the late 1960s, the local authority has the primary responsibility for managing an emergency that occurs within its territory. Local first responders usually manage routine emergencies using their own, available resources.

Primary responsibility does not mean the only responsibility. Other levels of government may have statutory responsibilities that must be taken into account when managing an emergency. For the most part, the on-site responsibilities of different disciplines and different levels of government can be dealt with at the site using Unified Command.

Although most routine emergencies can be managed by the on-site responders, major emergencies and disasters are by definition larger in scale and in scope. Managing the consequences of a major emergency or disaster usually requires additional resources, expenditure of sums, or other decisions that are beyond the authority of first responders.

In a major emergency or disaster, the coordination of further assistance and support to the site manager or incident commander, as well as escalated decision-making is usually facilitated off-site through the municipal EOC. A municipal EOC will be activated in accordance with the triggers set out in the municipal emergency plan, or whenever the local emergency coordinator deems it appropriate in the circumstances.

#### 4.1.3 Provincial

##### (a) Coordination

##### (i) General

Manitoba EMO is the Provincial emergency management coordinating department, and is responsible for implementing plans and procedures for a

coordinated provincial response to a major emergency or disaster, including

- oversight and coordination of all aspects of emergency preparedness in the province, and
- management, direction, and coordination of the response of all departments to an emergency or disaster.

This includes coordination between departments, with other levels of government, with non-governmental organizations, and with the private sector.

The specific roles and responsibilities of provincial departments are outlined in **Schedule 2 – Provincial Government Departmental Emergency Roles and Responsibilities**.

(ii) Activation of the Manitoba Emergency Coordination Centre (MECC)

If the Manitoba Emergency Coordination Centre is activated, the Director of Operations shall determine whether a department or agency is required to provide a liaison officer to the MECC, and shall advise accordingly.

The department shall then assign an appropriate person(s) to the MECC. Department liaison officers assigned to the MECC should be either the department's emergency officer, or another representative who is appropriately knowledgeable and experienced in the department's primary roles and responsibilities, and capable of providing advice on such matters to the Director of Operations.

(iii) Local Support

Manitoba EMO will support a local authority engaged in emergency operations, by providing advice and assistance in implementing local emergency response plans, including evacuation and re-entry, and integrating the Provincial and municipal response.

Other departments will also provide services as appropriate in accordance with their roles and responsibilities.

(iv) Federal Coordination

Manitoba EMO will also coordinate the Provincial response with the Government of Canada's departmental emergency response operations, as well as operations in National Parks, First Nations Communities or other properties within federal jurisdictions.

(b) Clarification of the Provincial Role

Although it is traditionally suggested that provincial government resources are only brought to bear when local resources and mutual aid are no longer sufficient, this can be misleading.

Certainly when the local authority's capacity to deal with an emergency using its own resources or mutual aid from nearby municipalities is or is likely to be exceeded the local authority may request assistance from the Province.

However there are some circumstances in which the Province will respond early in an emergency

- where service is routinely provided by a regional authority or the Province rather than the local government, e.g. Regional Health Authorities, EMS, RCMP pursuant to the provincial policing contract;
- as part of the routine delivery of specialist services that is part of our modern response environment, e.g. Office of the Fire Commissioner; or
- as part of a statutory or regulatory function, e.g. Workplace Safety and Health, Chief Provincial Public Health Officer, or Chief Veterinary Officer.

There may also be unusual circumstances where the Province may assume primary responsibility, such as where

- no local government exists,
- the local government no longer has the capacity to respond, or
- the local government is unable to implement an appropriate on-site system of emergency management.

(c) General Departmental Response

During major emergencies or disasters, all departments shall

- implement departmental emergency plans and procedures, including maintenance and delivery of all emergency response and other critical departmental functions,
- notify Manitoba EMO of all municipal requests for assistance made directly to the department, other than routine assistance provided as part of daily operations,
- if required, provide departmental representatives to the Manitoba Emergency Coordination Centre (MECC). Departmental representatives should be
  - knowledgeable, experienced supervisors who are able to function effectively in an emergency environment,
  - trained in emergency management processes, procedures, and plans, including the use of the MECC information management systems,

- able to maintain contact with departmental staff, acquire and maintain knowledge of their departments' capacity and current operations, and succinctly communicate this information to other MECC staff,
- able to coordinate information and quickly and accurately perform various tasks, including maintaining appropriate logs and records,
- if required, provide a senior representative to participate in the event specific Steering Committee. The Steering Committee is responsible for escalated decision-making across provincial departments and federal agencies. Escalated Provincial decisions which cannot be made by the Steering Committee are escalated to the Deputy Ministers' Committee on Emergency Management and Public Safety,
- if required, provide such further and other assistance as may be necessary, coordinate public messaging related to the emergency with Manitoba EMO and Communications Services Manitoba,
- protect assets, financial records, and other records maintained by the department, and
- maintain financial administration over, including appropriate records of, departmental expenditures related to the emergency.

#### 4.1.4 Assistance from Non-Government Organizations

##### (a) Incorporation in Emergency Plans

The effectiveness of our emergency response and recovery will depend to a large extent on the use of all available community resources. Most communities have a number of non-governmental organizations (NGOs), including church or faith-based groups, service clubs, volunteer groups and agencies. These organizations can provide a wide range of skills, manpower, and equipment. They may also have extensive expertise and connections with vulnerable populations.

Local authorities often incorporate NGOs in their emergency plans, particularly in the recovery phase. This is also the case at the provincial and federal levels. A number of NGOs that have established roles and responsibilities under the MEP or its annexes are set out in **SCHEDULE 3 – Non-Governmental Organizations**

**Note:** Although many NGOs, service clubs, and volunteer groups and agencies provide their services free of charge that is not always the case. Some organizations charge fees for their services, and others require that volunteers' be reimbursed for their out of pocket expenses.

##### (b) Workers' Compensation Coverage

Volunteers for a specific emergency or disaster who have registered with the local authority or with the Province who are injured while providing volunteer services may

be eligible to receive Workers' Compensation benefits. Therefore, agencies employing the volunteers should first register them by obtaining the volunteer's name and address.

In the event of injury, the agency employing the volunteer will require additional information such as the volunteer's social insurance number. It shall complete all the appropriate Employers Report of Injury documents on behalf of the volunteer, just as it would for an ordinary employee.

#### 4.1.5 Federal Assistance

When the Province's capacity to deal with an emergency using existing resources is or is likely to be exceeded, or where specialized resources are required, the Province may request assistance from the Government of Canada.

Again, there may be circumstances where federal agencies are engaged very early in an event due to their statutory responsibilities. Avian influenza and other animal disease outbreaks are examples of early federal involvement, as are air and railway accidents.

In most circumstances, even where the federal government has a statutory mandate to investigate a particular hazard, consequence management including protection of life and property remains a local/provincial responsibility.

##### Notes:

1. **There can be significant cost implications depending on the procedure used to access federal assistance, therefore all requests for emergency assistance from either a local authority or the Province to the Government of Canada, including from the Department of National Defense, will only be made through the ADM of EMPS.**
2. **This does not apply to federal resources that are provided in the course of day to day operations, as part of an existing program, e.g. RCMP, search and rescue.**

## 4.2 RESPONSE SUMMARY

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For ease of reference we refer in the following tables to three levels of emergency that typically increase in scale and scope. The table provides a synopsis of the anticipated response and may be of some guidance.

**It should be understood that a routine emergency in a large community with greater resources may be a major emergency in a smaller community with limited resources.**

#### 4.2.1 Routine Emergency

Impact	Low to moderate societal impact (see Note).
Length	Generally, but not always, of short duration (hours or days, not weeks, months or years).
Local Authority Response	Usually resolved by traditional first responders, i.e. police, fire and EMS, perhaps with some specialized assistance. In smaller communities mutual aid may be required.
On-site Command Post	Responders will establish appropriate on-site management in accordance with their established procedures. Appropriate telecommunications will be established.
EOC	Decisions within authority of responders can be made on-site. EOC usually not activated.
EMO staff	Usually does not meet EMO notification criteria. If any doubt notify EMO Duty Officer at 945-5555.
Other Provincial staff	Sometimes an individual department may respond to provide specialized resources or to ensure compliance with regulatory requirements, e.g. Manitoba Hydro, OFC, Workplace Safety and Health.
MECC	Not activated for routine emergency.

#### 4.2.2 Major Emergency

Impact	Moderate to high societal impact (see Note).
Length	May be extended duration, particularly recovery phase (weeks or months, usually not years).
Local Authority Response	First responders, other available community resources engaged, including specialized assistance. Municipal emergency plan will be activated. Mutual aid and provincial assistance likely required.
On-site Command Post	Responders will establish appropriate on-site management. This should include Incident Command or Unified Command, and require that an on-site command post(s) be established. Appropriate telecommunications will be established.
EOC	Municipal EOC likely activated. Departments and involved industry may also activate EOCs.
EMO staff	Director of Emergency Operations (DEO) will be notified by the Duty Officer, DEO may dispatch Emergency Management Advisors to attend to site or municipal EOC to provide information and coordinate provincial and federal assistance, as required. EMO HQ staff may be assigned operational duties.
Other Provincial staff	Departments may respond to provide specialized resources or to ensure compliance with regulatory requirements, e.g. Manitoba Hydro, OFC, Workplace Safety and Health. Additional departments, equipment and staff may be required and assigned response or recovery tasks commensurate with the extent of the emergency. Liaison officers may be called into the MECC.
MECC / EMCC	The MECC may be activated. The Emergency Mobile Command Center (EMCC) may be dispatched to the emergency site in order to

	provide a suitable facility. Appropriate telecommunications links with municipal EOCs will be established.
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### 4.2.3 Disaster

Impact	High to extreme societal impact (see Note). May impact a large area or multiple communities.
Length	Will likely be extended duration and prolonged recovery (months, even years).
Local Authority Response	First responders, other available community resources engaged, including specialized assistance. Municipal emergency plan will be activated. Local authority's ability to respond may be compromised by the impact. Mutual aid and provincial assistance likely required. May involve multiple sites and communities.
On-site Command Post	Responders will establish appropriate on-site management. This should include Incident Command or Unified Command, and require that an on-site command post(s) be established. May be multiple sites and communities. Appropriate telecommunications will be established.
EOC	Municipal EOC activated. May be multiple communities impacted. Departments and involved industry may also activate EOCs.
EMO staff	DEO will be notified by the Duty Officer, DEO will likely dispatch an EMA to attend to site(s) or municipal EOC(s) to provide information and coordinate provincial and federal assistance, as required. EMAs from other regions may be dispatched to assist in affected area. EMO HQ staff will be assigned operational duties. The DEO will activate the MECC and request liaison officers from other departments and agencies as required.
Other Provincial staff	Departments will respond to provide specialized resources or to ensure compliance with regulatory requirements, e.g. Hydro, OFC, Workplace Safety and Health. Additional departments, equipment and staff may be required and assigned response or recovery tasks commensurate with the extent of the disaster. Liaison officers may be called into the MECC. Additional resources may be requested from other Provinces and the Government of Canada.
MECC / EMCC	The MECC will be activated. The Emergency Mobile Command Center may be dispatched to the emergency site in order to provide a suitable facility. Appropriate telecommunications links with municipal EOCs will be established.
Escalated Decisions	Are inevitable. Will be referred from the MECC to the Steering Committee, Deputy Ministers' Committee on Emergency Management and Public Safety, and Cabinet, as appropriate.

**Note:** Reference to societal impact does not imply that a low or moderate impact does not severely impact those immediately affected, their family, friends or community. Nor is it intended to minimize the impact that the loss of an individual or some properties can have on a community.



### 4.3 EMERGENCY MANAGEMENT SYSTEM

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When multiple emergency response agencies are required to work together the most frequently used incident management system is the Incident Command System. Incident Command is the standardized on-scene emergency management system that is specifically designed to allow responders to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents.

In most circumstances where a single agency or a number of agencies from the same discipline are involved, Incident Command with a single Incident Commander is usually appropriate. Where a number of agencies from different disciplines are involved, the appropriate incident management system is the Unified Command System (hereinafter both Incident Command and Unified Command will be referred to as Incident Command or ICS).

Although ICS is a fairly standard system with common features, there are several inter-jurisdictional variants, including a common healthcare variant, used in Manitoba. For the most part the variations are minor and do not detract from the implementation of ICS in a given emergency.

ICS does not replace the proper function of government, nor create a structure that supersedes Constitutional, legislative or regulatory authority, but seeks to minimize organizational conflicts and encourage cooperation and action toward achievement of a common set of objectives compatible with the participants' responsibilities.

To the greatest extent possible existing government structure will be used to facilitate escalated decision-making processes across provincial departments during an emergency.

Provincial and federal government decision-making is unified through the formation of an event-specific Steering Committee, usually co-chaired by the Executive Director of Manitoba EMO and a senior representative of a primary responding department, and consisting of senior representatives of provincial and federal departments that have significant involvement in the event.

Additional information on the structures used to support an integrated response to major emergencies and disasters may be found in **SCHEDULE 1 - Manitoba Emergency Management System (MEMS)**

### 4.4 EMERGENCY OPERATIONS CENTRES

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An EOC, sometimes referred to as an Emergency Coordination Centre (ECC), referenced in tables 4.2.1 and 4.2.2, is a predetermined physical location away from the site from which some municipalities, departments or agencies provide direction, support and coordination. An alternative or back-up facility should also be identified.

Although the Province operates the Manitoba ECC (MECC) for purposes of government-wide and inter-jurisdictional coordination, an individual department may require its own EOC to coordinate its departmental response. This is particularly true for large departments with multiple branches.

A functional description of a department's EOC operations should be set out in its emergency plan. The opening and closing of an EOC by a department will be triggered by the nature and scope of the event, and the department's requirements.

**Note:** Although department EOCs can be very useful, they can also impede the flow of critical information and foster the creation of operational "silos." To help avoid this, departmental EOCs must be able to effectively communicate with the MECC either directly, or if the organization is one that has been asked to provide a liaison officer in the MECC, with its liaison officer.

## **4.5 EMERGENCY COMMUNICATIONS**

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### **4.5.1 Accurate, Timely Communications**

Complete, accurate, and timely communication must be maintained between all departments, all levels of government, and all response elements. This is essential to the development of the common operating picture and objectives necessary to the effective management and coordination of emergency operations.

### **4.5.2 Media/ Public Information**

The provision of timely and accurate emergency information to the public is also vital to the success of emergency operations. CSM will coordinate the distribution of emergency public information on behalf of the province, with the assistance and cooperation of involved departments. It will also provide assistance to municipalities who request provincial support to distribute emergency information.

Where other levels of government or NGOs are involved in responding to an emergency, public messaging should be coordinated among all of the participants.

Manitoba EMO may also provide immediate public alerts through the National Public Alert System (NPAS).

For a diagram showing how Manitoba EMO provides information to the public during a major emergency or disaster refer to **3.3.1 Manitoba EMO Notifications Model**.

### 4.5.3 Telecommunications

In an emergency, effective telecommunications is critical to

- the efficient exchange of information
- coordination,
- command and control, and
- responder safety.

A variety of technologies can be used to provide telecommunications on site, between the site and agencies' EOCs, and between EOCs, including

- two-way radio,
- facsimile,
- email and other intra or internet-based services
- telephone (cellular and landline), and
- satellite communication systems.

As soon as practicable after impact, a quick survey should be made to determine which technologies are still available, and a tactical telecommunications plan should be prepared around the use of the surviving technologies.

All personnel operating telecommunications equipment in a common environment with other departments or agencies (interoperating) shall use plain language and avoid the use of slang or other terminology that may cause unnecessary confusion, including the use of so-called 10 codes.

In circumstances where commercial telecommunications systems have failed or are likely to fail, or where supplementary telecommunications may be required, the Manitoba EMO Duty Officer may request assistance from the Amateur Radio Emergency Service (ARES).

Additional information on basic technological and operating considerations regarding these technologies, including considerations for temporary repair or replacement may be found in **SCHEDULE 6 – Telecommunications**.

## 5. EMERGENCY AUTHORITY AND POWERS

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### 5.1 STATES OF EMERGENCY

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A declaration of a provincial state of emergency may be issued by the Minister, or a state of local emergency may be issued by a local authority pursuant to s. 12 of *The Emergency Measures Act* to acquire and exercise the powers set out in the *Act*.

A state of emergency (sometimes referred to as a provincial state of emergency (PSoE) to distinguish it from a state of local emergency) or a state of local emergency (SoLE) may be geographically limited to part of the jurisdiction, in which case the limitation should be included in the declaration.

**Note:** The provisions concerning so-called “Prevention Orders” were repealed and are no longer in effect.

#### 5.1.1 Powers under a Provincial State of Emergency or State of Local Emergency

S. 12 of the *Act* provides:

**Upon the declaration of, and during a state of emergency or a state of local emergency, the Minister may, in respect of the province or any area thereof, or the local authority may, in respect of the municipality or other area within its jurisdiction, or an area thereof, issue an order to any party to do everything necessary to prevent or limit loss of life and damage to property or the environment, including any one or more of the following things:**

- (a) cause emergency plans to be implemented;**
- (b) utilize any real or personal property considered necessary to prevent, combat or alleviate the effects of any emergency or disaster;**
- (c) authorize or require any qualified person to render aid of such type as that person may be qualified to provide;**
- (d) control, permit or prohibit travel to or from any area or on any road, street or highway;**
- (e) cause the evacuation of persons and the removal of livestock and personal property and make arrangements for the adequate care and protection thereof;**
- (f) control or prevent the movement of people and the removal of livestock from any designated area that may have a contaminating disease;**
- (g) authorize the entry into any building, or upon any land without warrant;**

**(h) cause the demolition or removal of any trees, structure or crops in order to prevent, combat or alleviate the effects of an emergency or a disaster;**

**(i) authorize the procurement and distribution of essential resources and the provision of essential services;**

**(i.1) regulate the distribution and availability of essential goods, services and resources;**

**(j) provide for the restoration of essential facilities, the distribution of essential supplies and the maintenance and co-ordination of emergency medical, social, and other essential services;**

**(k) expend such sums as are necessary to pay expenses caused by the emergency or disaster.**

A PSoE or SoLE may intrude on individual and property owner's rights, and therefore the actions undertaken under an SoLE should be

- permitted under the Act,
- reasonably necessary in the face of an emergency or disaster, and
- proportional to the loss or damage that the action seeks to prevent.

### **5.1.2 Declaration of a State of Local Emergency**

**(a) State of Local Emergency (SoLE)**

A local authority must complete the following steps to declare a SoLE for all or part of the municipality:

- The local authority must pass a council resolution to declare a state of local emergency. Where a local authority is unable to act quickly, such as where a quorum cannot be brought together to pass a resolution, the appropriate mayor or reeve may make a declaration.

The Act stipulates that:

#### **11(3) A declaration of a state of local emergency**

**(a) must describe the major emergency or disaster that is the subject of the declaration;**

**(b) must state whether the declaration applies to all or a part of the municipality or other area within the jurisdiction of the local authority, as the case may be;**

**(c) must, if the declaration applies to a part of the municipality or other area, describe the affected area; and**

**(d) must, if the duration of the declaration is to be less than 30 days, state its duration.**

- The declaration and resolution from the local authority must be forwarded by the most effective means to the Minister through Manitoba EMO. A template is available in **SCHEDULE 4 – Template for Declaration of a State of Local Emergency**).
- Following the declaration the local authority must communicate the details of the state of emergency to residents of the affected area by the most appropriate means available.

A declaration is valid for a period of 30 days beginning on the day the declaration is made, unless a shorter period is stated in the declaration in accordance with paragraph 11(3)(d) above. All days are full days, regardless what time the declaration was made on the first day.

(b) Extension

The local authority may make application to the Minister for an extension of the SoLE, and the Minister may approve its extension for further periods of 30 days each. **Requests for an extension are not automatically approved and require some explanation.**

To obtain an extension the local authority must complete the following steps:

- It must pass a council resolution requesting an extension of the SoLE.
- The resolution must be forwarded to the Minister through Manitoba EMO along with any relevant information in support of the extension by the most effective means. Manitoba EMO will forward the extension request to the Minister along with a recommendation from the Executive Director.
- Once the Minister has approved or declined the request for an extension, Manitoba EMO will then forward the decision to the local authority, who will then communicate the details of the SoLE to residents of the affected area by the most appropriate means available.

The two most common problems seen with applications for extension of a SoLE are

- That they are not made prior to the expiration of the Order.
- That insufficient information is provided as to the reasons that an extension is required.

## (c) Termination

When an emergency no longer exists in any area of the municipality for which a declaration of a state of local emergency was made, the local authority may terminate the declared state of local emergency. The local authority must inform the residents of the affected area of the termination and send a copy of the declaration with resolution to Manitoba EMO.

In addition the Act provides:

**15(2) The minister may terminate a state of local emergency, when, in the opinion of the minister,**

- (a) the major emergency or disaster no longer exists;**
- (b) the state of local emergency was declared in contravention of subsection 11(5.1);**
- (c) the local authority has not satisfactorily provided the information requested by the co-ordinator under subsection 11(6); or**
- (d) the information provided in response to a request made under subsection 11(6) does not demonstrate a need for the local authority to have powers under subsection 12(1) to resolve the major emergency or disaster.**

**Upon terminating the state of local emergency, the minister must cause the details of the termination to be communicated by the most appropriate means to the local authority and residents of the affected area.**

### 5.1.3 Declaration of a Provincial State of Emergency

#### (a) Provincial State of Emergency

In the event of an imminent or occurring emergency or disaster, the Minister

- may declare a State of Emergency in respect to all or any part of Manitoba, and
- shall communicate the details of the state of emergency to residents of the affected area, using the most appropriate means available.

#### (b) Extension

A declaration of a State of Emergency by the Minister is valid for a period of 30 days. The Lieutenant Governor in Council may, if necessary, extend the length of the declaration for further periods of 30 days each.

(c) Termination

When an emergency no longer exists in any area of the province for which a declaration of a state of emergency was made, the Minister

- may terminate the declared state of emergency and
- must inform the residents of the affected area of the termination.

Further information on the process of issuing a declaration for a provincial state of emergency may be found in Schedule 5 – Provincial States of Emergency.



## **6. EMERGENCY EXPENDITURES AND COST RECOVERY**

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### **6.1 DISASTER FINANCIAL ASSISTANCE**

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#### **6.1.1 Unanticipated Incremental Expense**

Local authorities and provincial departments are expected to take appropriate measures to protect lives and limit property damage prior to and during a major emergency or disaster. Such measures can require substantial financial expenditures that are largely unanticipated in the budget process.

Accordingly, provincial Disaster Financial Assistance (DFA) funding may be made available after the fact to offset the incremental expenses relating to the emergency.

It is intended to assist provincial departments, local governments, individuals, farms, businesses, and non-profit organizations with recovery from a disaster.

#### **6.1.2 Record of Expenses/Audit Trail**

To support the possibility of reimbursement, expenses relating to the emergency must be tracked.

For audit purposes provincial departments are required to complete, maintain and as requested provide the following documentation:

- detailed damage reports completed by site by a relevant expert
- site reports by a relevant expert confirming repairs are complete and are limited to restoration or to pre-disaster functionality
- contracts, invoices and financial records for all claimed costs

#### **6.1.3 Submission to Manitoba EMO**

In addition to the above required records provincial departments requesting funding assistance must complete, maintain and submit the following documentation to Manitoba EMO:

- SAP reports detailing the individual eligible costs identified by cost element, posting date, document date and the text details for the line item with attached excel version
- spreadsheet summarizing the incurred expenses by the following categories:
  - personnel
  - materials
  - equipment
  - contracts
  - mitigative enhancements
  - other

- Inter Business Area Journal (IBAJ)

## **6.2 FEDERAL COST SHARING**

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In certain circumstances federal funding contribution is made available to the Province through the Disaster Financial Assistance Arrangements (DFAA). The DFAA is intended to provide federal assistance for emergency expenditures exceeding certain *per capita* thresholds.

All applications for funding under the DFA are subject to limitations respecting the expenditures that are or are not eligible.

**Questions pertaining to DFA or DFAA should be directed to Manitoba EMO to the attention of the Director of Recovery at 945-4772.**

## **7. PROVINCIAL POST EMERGENCY REVIEW**

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When appropriate, the ADM of EMPS will initiate a post-emergency review.

### **7.1 PURPOSE**

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The review is essentially no different from the gap analysis conducted at the conclusion of any exercise. Its purpose is to

- learn from the experience,
- confirm best practices, and
- identify appropriate areas for improvement.

### **7.2 PROCESS**

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The post-emergency review will consist of several activities or parts:

#### **7.2.1 Debriefing**

- Provincial debriefing meetings will be held as soon as possible after the termination of the emergency. Separate debriefings will be held with
  - the Steering Committee,
  - the on-site emergency response personnel, and
  - MECC personnel.

#### **7.2.2 Departmental Reports**

- The emergency coordinators from each department involved in an emergency will prepare a report on the department's including any recommendations for further consideration. A copy of the report should be provided to the Executive Director.
- Manitoba EMO will encourage the submission of reports from federal departments, municipalities, and/or NGOs that participated in the emergency.
- All departmental reports should include the following information:
  - An executive summary
  - A description of the department's response including duration of response, description of response and activity. Other details including personnel and major pieces of equipment or apparatus would be helpful.
  - All known or anticipated costs incurred.
  - A brief analysis of the department's emergency response effectiveness.
  - Recommendations for improvement or enhancement of the department's response.

### 7.2.3 Provincial Report

- Manitoba EMO will be responsible for the preparation of a provincial report, which may include:
  - An executive summary.
  - Provincial Emergency Response (including local response).
  - Chronological sequence of significant events.
  - Overall emergency costs on a departmental basis.
  - Projections for ongoing recovery efforts including estimates of time, costs, and involved agencies.
  - The overall comments and recommendations (from debriefing meetings, departmental/municipal reports).
  - Departmental/agency/municipal reports.
  - The printing and distribution of the provincial report.