



Township of Brock Emergency Master Plan



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Please contact the Clerk's Department at 705-432-2355.

August 2021

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1.0 Introduction

1.1 Title

This Plan shall be known as the “Township of Brock Emergency Management Plan” hereinafter referred to as “The Plan”. It came into effect on April 8, 2002 in accordance with Township of Brock By-law Number 1750-2002-PP. The latest revision of the Plan came into effect on December 5, 2016 by By-law Number 2704-2016-PP.

1.2 Purpose

The Township of Brock Emergency Master Plan (the Plan) has been developed as an all-hazards plan to address the types of emergencies to which the Township may be vulnerable and to address all legislative emergency management program requirements.

1.3 Scope

This plan and its supporting documents provide the framework for the emergency management program within the Township of Brock. This framework focuses on protecting lives, infrastructure, property and the environment. It also ensures the continuity of government operations and protects the Township’s critical assets. It is based on the four emergency management components:

- Prevention and Mitigation
- Preparedness
- Response
- Recovery

This plan is not intended to supersede departmental emergency plans within the Township but rather support and supplement those plans.

1.4 Plan Review and Maintenance

The Community Emergency Management Coordinator (CEMC) is the custodian of this plan. The supporting documents are not considered part of the plan and can be revised as required without the enactment of an amending by-law. The CEMC has delegated authority to approve such amendments.

The current copy of the plan must be supplied to the Chief, Emergency Management Ontario, through the Office of the Fire Marshall and Emergency Management (OFMEM), Ministry of the Solicitor General.

Updated copies of the plan are distributed internally as per Distribution List.

1.5 Public Access to the Plan

Public copies of the plan are available at the Township of Brock Administration office along with Township libraries and on the Township website and may be copied subject to the provisions of the *Municipal Freedom of Information and Protection of Privacy Act*, R.S.O. 1990.

2.0 Legal Basis and Requirements

2.1 Provincial Organization

In the Province of Ontario, emergency management is led by the Ministry of the Solicitor General (SOLGEN) through the Office of the Fire Marshal and Emergency Management (OFMEM). OFMEM is responsible for monitoring, coordinating and assisting in the development and implementation of emergency management programs throughout Ontario.

2.2 Authority and Emergency Management Requirements

The *Emergency Management and Civil Protection Act*, R.S.O. 1990, c. E.9 (EMPCA) and Ontario Regulation 380/04 provides the authority and requirements for the development of municipal emergency management plans and programs.

These requirements include:

- Develop and implement an emergency management program, which shall consist of:
 - An emergency plan
 - Training programs and exercises for municipal employees
 - Public education on risks to public safety and on public preparedness for emergencies
 - Any other elements required by the standards for emergency management set under the EMPCA or by Emergency Management Ontario;
- Designate an employee of the municipality as emergency management program coordinator
- Establish an emergency management program committee
- Establish a municipal emergency control group
- Establish an emergency operation centre to be used by the municipal control group in an emergency
- Designate an employee of the municipality as its emergency information officer

2.3 Emergency Plan Review and Maintenance

The Plan is the overarching emergency management plan within the Township. The plan shall be reviewed on an annual basis and must conform to the Durham Region Emergency Master Plan (DREMP).

The plan is supported for use at operational levels and includes:

- Emergency support functions
- Risk specific plans
- Appendices
- Forms
- Checklists

2.4 Municipal By-Law

The EMPCA requires that all municipalities have an emergency management program and an emergency plan adopted by municipal by-law.

Through ratification of By-law # 1750-2002-PP as amended, the Council of the Township of Brock has endorsed the Township of Brock Emergency Management Program, this plan and the authority to enter into Emergency Mutual Assistance Agreements.

2.5 Protection from Action

Under the EMCPA no action or other proceedings lies or shall be instituted against a member of the Township Council or an employee of the Township for doing any act or neglecting to do any action in good faith, in the implementation or the intended implementation of this plan or in connection with an emergency.

2.6 Freedom of Information and Protection of Privacy

Any personal information collected under the authority of this plan shall be used solely for the purpose of planning, preparing and responding to emergencies as defined within this plan. The release of information under this plan shall be made in conformity with the Municipal Freedom of Information and Protection of Privacy Act, R.S.O. 1990.

3.0 Hazard Identification and Risk Assessment

3.1 Hazard Identification and Risk Assessment

The Township of Brock is subject to many existing and evolving hazards that could cause varying impacts to public safety, property, the environment and the economy.

Under the EMPCA, the Township of Brock is legislated to formulate a Hazard Identification and Risk Assessment (HIRA) which is reviewed annually as part of compliance requirements to the Act.

The purpose of the HIRA is to document the risks or threats that exist in the municipality and to assess their impact to inform the planning basis for the Township of Brock Emergency Management Program relating to the following categories:

- a. Natural Emergencies: naturally occurring elements and conditions e.g. forest fires, floods, severe weather, ice and snowstorms;

- b. Human-Caused Emergencies: resulting from direct human action or inaction, either intentional or unintentional e.g. civil disorder, cyber-attack, sabotage, special event, and terrorism/CBRNE;
- c. Technological Emergencies: accidental e.g. chemical spills, explosions or leaks, train derailments, plane.

Appendix HIRA details the complete HIRA for the Township of Brock.

The Nuclear Risk Specific Plan outlines details surrounding nuclear emergency response.

3.2 Critical Infrastructure Identification

The identification of critical infrastructure (CI) including essential facilities, equipment and systems is a requirement under the EMPCA. The CI listing is a summary of the identified assets within the Township that are vital to the municipality. The CI list is maintained by the Township and is reviewed on an annual basis.

The identification of CI is a key step towards the protection and preservation of public health and safety, the local economy and the continuity of government and may be used during an emergency.

There are identified 9 critical infrastructure sectors:

- Public Safety and Security
- Continuity of Government
- Food and Water
- Telecommunication Systems
- Electrical Power System
- Gas and Oil
- Financial Services
- Health System
- Transportation Networks

Examples of CI include:

- Municipal government buildings
- Municipal emergency facilities and operations
- Regional drinking water supply and sewer systems
- Long term care facilities, childcare centres

Appendix CI details the complete CI list for the Township of Brock.

4.0 Emergency Management Organization

4.1 Community Emergency Management Coordinator

As per O. Reg. 380/04, every municipality is required to designate an emergency management program coordinator, otherwise referred to as a Community Emergency Management Coordinator (CEMC).

Within the Township of Brock, the emergency management program is led by the CEMC through the Fire Chief.

The CEMC in coordination with the Emergency Management Program Committee (EMPC) is responsible for preparing the Township for emergencies.

More specifically, the CEMC is responsible for:

- Developing, implementing and maintaining the Township's emergency management program
- Ensuring senior management and elected officials are aware of all municipal responsibilities
- Providing advice to Council on emergency planning matters and recommendations to Council on revisions for the emergency plan
- Conducting annual training and exercises
- Submitting required documents to OFMEM
- Ensuring completion of other required elements as set forth in the EMPCA.

4.2 Emergency Management Program Committee

The Township of Brock Emergency Management Program Committee (EMPC) shall conduct an annual review of the Township's emergency management program and advise Council on developments and the implementation of the program.

Within Brock Township the EMPC is chaired by the CEMC and consist of the following members or their designated alternates:

- CEMC (Chair)
- Chief Administrative Officer
- Municipal Clerk
- Director of Public Works
- Director of Finance (Treasurer)
- Chief Building Official
- Facilities Manager
- Bylaw/Animal Control Supervisor

4.3 Municipal Control Group

The EMPCA requires municipalities to have an identified Municipal Control Group (MCG) that participate in annual training and exercises. Members of the MCG are

appointed by Council and are responsible for directing the municipal response during an emergency.

The current membership of the MCG includes the following positions and their designated alternates:

- Mayor (Executive Authority)
- Chief Administrative Officer (MEOC Director)
- CEMC
- Director of Public Works
- Municipal Clerk
- Chief Building Official
- Director of Finance (Treasurer)
- Facilities Manager
- Bylaw/Animal Control Supervisor
- Other specialized representation as determined by the Executive Authority in consultation with the MCG

4.4 Activation of the Plan

The MCG has the authority to activate the Plan and can make decisions on behalf of the Township without having all MCG members present. At minimum a quorum must consist of the Executive Authority, the MEOC Director and the CEMC.

MCG duties may include:

- Supporting emergency response and recovery operations
 - Procuring of essential resources
 - Modifying of purchasing by-laws and procedures, as required
 - Suspending Township functions and services
 - Restoring utilities and other essential services
 - Identifying risks and protecting critical infrastructure
 - Providing co-ordinated information for the public and news media
 - Assisting in the coordination between various levels of government, support agencies and non-governmental agencies
 - Implementing provincial directives and protective actions/precautionary measures ordered by the Province in a provincial emergency
 - Prescribing the roles and responsibilities of Township employees during an emergency
 - Providing Municipal Council with updates and briefings on an emergency (through the Executive Authority)
- For specific roles and responsibilities refer to the MCG Emergency Support Function (ESF).

4.5 Municipal Emergency Operations Centre

The Municipal Emergency Operations Centre (MEOC) is a pre-designated location where the MCG and other assigned staff may meet to manage the response to an emergency.

Staff at the MEOC:

- Provide policy and strategic direction
- Provide information to the public and the news media
- Maintain and support emergency response and recovery operations at the site(s)
- Source and coordinate resources
- Coordinate links to other MEOC's, the Region Emergency Operations Centre (REOC), the Provincial Emergency Operations Centre (PEOC) and other external agencies
- Maintain and support business continuity for the Township
- Implement provincial directives and protective actions/precautionary measures ordered by the province in a provincial emergency

The MEOC Emergency Support Function (ESF) provides additional details on MEOC roles, responsibilities and operating guidelines.

5.0 Preparedness

5.1 Staff Training and Exercises

The EMPCA states that every municipality shall conduct training programs and exercises to ensure the readiness of employees of the municipality and other persons to act under the emergency plan.

The Township will also participate in Province of Ontario and/or Region of Durham training events, drills, exercises and practices when invited and as appropriate.

Training Program

The CEMC in consultation with the EMPC will evaluate the level and types of training needed for Township staff who may respond to an emergency, ensuring that they are familiar with the Plan, aware of their responsibilities, and trained in its proper use and implementation. This training must include members of the MCG.

Exercises

The CEMC in consultation with the EMPC will evaluate the level and types of exercises needed for Township staff. Exercises must include members of the MCG. Larger scale exercises will generally be centred around community hazards as reflected by the HIRA and will include a formal After-Action Report (AAR) to drive program improvements.

5.2 Public Education and Awareness

The emergency management program includes a public education component that pertains to the risks to public safety and public preparedness for emergencies.

See Appendix ...for the current Public Education and Awareness Plan.

6.0 Response

6.1 Response Goals

Emergency response includes the actions taken once an emergency has occurred or is ongoing to deal with the immediate effects. Response goals should be prioritized to:

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

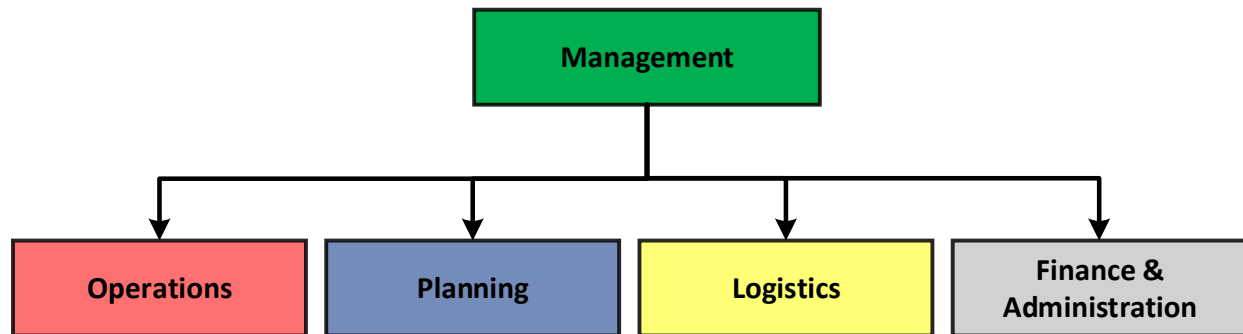
6.2 Incident Management System

To manage emergency incidents of any size, the Township has adopted the Incident Management System (IMS). IMS is a common, standardized approach to emergency response throughout Ontario. IMS defines the basic command structure within emergency management and allows a flexible and scalable approach.

This response structure is used at emergency sites and within the MEOC. The five major functions of IMS are:

- Command (Site) or Management (EOC)
- Operations
- Planning
- Logistics
- Finance & Administration

Figure1. IMS Sections in the EOC



The primary roles and responsibilities of the IMS sections within the MEOC include:

Management (EOC)

- MEOC Director has overall authority for the control and direction of the MEOC
- Management is supported by a Liaison Officer, Emergency Information Officer (Communications), and Safety Officer

Operations

- Coordinates the operational requirements of the response, directs resources and equipment as required to fulfil response requirements
- Comprised of the following units: Police, Fire, EMS, Emergency Social Services, Utilities, Engineering, Environmental

Planning

- Gathers information critical to the incident in order to evaluate, validate and disseminate incident situation information
- Is responsible for all incident documentation including the development and documentation of the Incident Action Plan (IAP)

Logistics

- Arranges for, coordinates and tracks all material, services, equipment, facilities and resources required to manage and resolve the emergency
- Provides or arranges IT support

Finance and Administration

- Is responsible for administrative, financial and compensation and claims specific to the emergency
- Keeps track of incident-related costs, staff compensation, claims and donation management

As an incident escalates, the MEOC Director is responsible for directing the evolution of the MCG into this standardized IMS structure.

6.3 Onsite Management

Incident Command (IC)

Simple emergency incidents are initially managed by first responders – police, fire and paramedics. However, one agency is usually delegated as the lead agency based on the nature of the emergency. An IC from that agency is designated by the emergency response organizations. (Depending on the nature of the emergency there may certain situations whereby there is a unified command structure occurs in which multiple agencies share IC.)

The IC is responsible for:

- Coordinating activities and resources of all response agencies to the emergency site from an established Command Post
- Delegating specialized operations to agency leads as required
- Reporting to the CEMC or MEOC Director if activated

Site Communications Lead

The IC or the MCG may request that a Site Communications Lead attend the emergency site.

Site Communications Lead is responsible for:

- Establishing a temporary media centre at the site.
- Reporting to the IC and/or MEOC.
- Releasing information to on site media.
- Coordinating and communicating with the municipal Emergency Information Officer (EIO).
- Coordinating media access to approve areas of the site.

- Coordinating on site interviews.

6.4 Offsite Management

If the IC determines that a situation represents a threat beyond day-to-day operations, then the CEMC will be notified. The CEMC will then liaise with the Mayor to determine the appropriate emergency response level based on Table 1. below.

When determining the appropriate level of offsite response, the following criteria shall be considered regarding the emergency:

- Requires a response that exceeds the normal capabilities of the Township
- Poses a threat of major proportions to the health, safety or well-being of the people or environment within the Township
- May be of such duration that the replacement of human or other resources has or may become challenging within the Township
- Poses a widespread threat to the Township’s municipal infrastructure required for the delivery of critical services
- Is likely to require extraordinary financial impacts outside of current budgetary approvals
- Has required the regional, provincial or federal government to declare an emergency

6.5 Emergency Response Levels

If the emergency escalates beyond the capabilities of the initial site response, the IC may request assistance from the Township through the CEMC. When an IC contacts the CEMC for support, the Township management team consisting of the CEMC, Mayor, and CAO shall consult to determine the required response using the Townships four-tier emergency level system. This will determine the appropriate operational response and notifications.

See Notification and Activation Emergency Support Function for further direction on emergency notification requirements.

Table 1. Response Levels

Level 1	
Operational Level	Managed by first responders or Township departments.

Examples	House fires, car accidents, localized flooding, power disruptions, road closures, severe weather watches.
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Level 2

Operational Level	<p>Primarily managed by first responders and Township departments.</p> <p>May require a coordinated multi-agency response for a short period.</p>
Examples	Large multi-structure fire, multi-vehicle accident, large scale flooding or power disruptions, severe weather warnings.

Level 3

Operational Level	<p>Managed by the local emergency services and/or Township departments in conjunction with local municipal or Regional support.</p> <p>Requires a coordinated multi-agency response for an extended period.</p> <p>May exceed municipal and possible regional resources.</p>
Examples	<p>Potential for significant community loss or harm with potential loss of life.</p> <p>Severe winter weather, multiple or large area evacuations, major road washout/closures, multi-jurisdictional power outage, major chemical spill.</p>

Level 4	
Operational Level	<p>Requires multi-jurisdictional response involving significant municipal, provincial or federal resources.</p> <p>There may be significant community loss or harm with potential loss of life, may require declaration of emergency.</p>
Examples	Public health emergency (e.g. pandemic, water system compromise), nuclear event, large scale evacuations, severe storm, extended Region wide power outage.

6.6 Municipal Notification

The on-call Fire Chief/CEMC will be notified by the on-scene Incident Command Officer during major incidents. After consultation with the Chief Administrative Officer, the required notifications will be made based on the emergency level.

See Notification ESF for further details.

6.7 Plan Activation

The CEMC has delegated authority by the Municipal Control Group to order the activation and implementation of the Plan until the Municipal Control Group is assembled to assume control.

The CAO, designated alternate, the CEMC or another member of the MCG may activate the response structure set out in the plan where such action is considered necessary, and even before the official declaration of the emergency by the Mayor or designate.

6.8 Requesting Assistance

The Township of Brock has the responsibility for providing response resources to an emergency within their jurisdiction. However, there may be times when the Township requires additional assistance from outside agencies and enacts assistance agreements.

Assistance Agreements are valuable as they enable the Township to set the terms and conditions of the assistance in advance of an emergency according to predetermined and mutually agreeable relationships. This assistance could include personnel with special expertise, special equipment with trained operators and/or any other type of service/expertise required to support the local emergency operations.

The Township may request assistance at any time without any loss of control or authority of the emergency from:

- Public sector (e.g. neighbouring municipalities, Durham Region, provincial government)
- Volunteer agency (e.g. Canadian Red Cross, St. John Ambulance)
- Private sector (e.g. heavy equipment, supplies, etc.)

Mutual Aid - Fire Service

In situations where the Brock Township Fire Service requires assistance from another fire service within Durham Region, the Fire Chief may contact the Durham Region Fire Coordinator to activate the Durham Region Mutual Aid Fire Plan.

Mutual Assistance

All requests for assistance will be reviewed and approved by the Municipal Control Group. The CEMC may then contact respective municipality to activate a Mutual Assistance Agreement.

Regional or Provincial Assistance

The CEMC may also request assistance from the Region of Durham or the Province of Ontario through the respective duty officer.

The Township has preidentified evacuation centres for use during large scale evacuations and may request the Region to provide emergency social service supports at these centres. (See Appendix - Contact Lists).

[6.9 Declaration of an Emergency](#)

Emergency Declaration

A formal declaration of emergency may be made if immediate action is required to prevent, reduce or mitigate a danger of major proportions that could result in serious harm to persons or substantial damage to property within the Township.

Under the EMPCA, the Head of Council has the authority to declare that an emergency exists in the Township of Brock. However, prior to an emergency declaration, a consultation will take place with the CAO and MCG.

Once declared, the Mayor shall immediately:

- Inform the Solicitor General by completing the “Declaration of a State of Emergency Form” and faxing/e-mailing the declaration to the PEOC Duty Officer
- Notify Township Council
- Issue a media release

- Notify the Regional Chair through the Durham Emergency Management (DEM) Duty Officer

Appendix Declaration of Emergency Form and Appendix Head of Council Checklist of Nuclear Emergencies

For a nuclear emergency, the province will declare a provincial emergency. The Township may also declare emergencies for their jurisdictions. See the nuclear risk specific plan for additional details.

7.0 Recovery

7.1 Recovery Phase

The recovery phase starts when the situation begins to stabilize. This includes planning for and the execution of the return of individuals, businesses and communities back to normal or new normal after an emergency. It is common for the transition to recovery to overlap with the response phase and may commence prior to an official termination of emergency.

Recovery planning must ensure there is a co-ordinated process of supporting affected communities in the reconstruction of the physical infrastructure, environmental clean-up, the return of evacuees, emergency financial assistance and restoration of emotional, social, and physical wellbeing. Future mitigation strategies should be considered during the recovery phase to reduce the impact of a similar situation in the future.

7.2 Departmental Responsibilities

Township departments will take the lead in emergencies relating to their direct field of expertise. To begin this recovery and restoration process, working groups may be formed to support recovery activities in areas such as:

- Emergency social services
- Debris and waste management
- Physical infrastructure damage
- Traffic management
- Volunteer management
- Financial and material donations management
- Supply chain recovery
- Business and private sector recovery

7.3 Termination of an Emergency

Under the EMPCA, a Municipal Emergency may be declared terminated by the:

1. Head of council
2. Municipal council
3. Premier of Ontario

Once terminated, the Mayor shall immediately:

- Inform the Solicitor General by completing the “Emergency Termination Form” and faxing/emailing the termination to the PEOC Duty Officer
- Notify Township Council
- Issue a media release
- Notify the Regional Chair through the Durham Emergency Management (DEM) Duty Officer or Regional Emergency Operations Centre Liaison Function if active.

It is important to note that the termination of an emergency does not suspend response and recovery operations. These activities will continue depending on the nature and scope of the emergency at the discretion of the MCG.

7.4 Disaster Recovery Assistance Programs

Municipal Disaster Recovery Assistance

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

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

To apply for MDRA, the municipality must submit a resolution of council and initial claim within 120 calendar days from the date of the onset of the disaster. Following the receipt of the resolution, initial claim and supporting documentation, the Minister of MMAH determines whether to activate the program. If the program is activated, the province and municipality enter into a grant agreement.

Disaster Recovery Assistance for Ontarians

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

8.0 Emergency Support Functions, Risk Specific Plans, Appendices

8.1 Annexes

Public Education and Awareness Plan

8.2 Emergency Support Functions

Emergency Information

Municipal Operations Centre Procedures

Municipal Control Group Roles and Responsibilities

Notification

8.3 Risk Specific Plans

Risk Specific Emergency Plan - Severe Weather

Risk Specific Emergency Plan - Transportation

Risk Specific Emergency Plan - Dangerous Goods

Risk Specific Emergency Plan – Nuclear

Risk Specific Emergency Plan – Pandemic

8.4 Appendices

Township Plan By-Law

Township Program By-Law

Plan Distribution List

Township of Brock Hazard Identification and Risk Assessment

Critical Infrastructure List

Municipal Control Group (MCG) Contact List

Emergency Resource Contact List

Departmental Subplan Template