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Item No. 12.1.3
Executive Standing Committee
July 17, 2017

TO: Chair and Members of the Executive Standing Committee

ORIGINAL SIGNED

SUBMITTED BY: _____
Doug Trussler, Fire Chief, Halifax Regional Fire and Emergency

DATE: June 19, 2017

SUBJECT: Municipal Emergency Plan 2017

ORIGIN

The municipality, as part of its regular emergency planning mandate has a municipal emergency plan that is routinely reviewed and updated as needed.

LEGISLATIVE AUTHORITY

Section 10(1)(e) of the provincial Emergency Management Act, 1990 (amended 2005, c.48, ss. 1-6; 2007, c. 10, s.2; 2009, c.12) requires the municipality to prepare and approve emergency management plans;

Halifax Regional Municipality By-law E-100, Section 3 establishes an emergency management organization. Section 5(a) allows the municipal Emergency Management Coordinator to coordinate and prepare municipal emergency management plans.

RECOMMENDATION

It is recommended that the Executive Standing Committee recommend that Halifax Regional Council approve the Municipal Emergency Plan 2017 as attached to the staff report dated June 19, 2017 entitled Municipal Emergency Plan 2017.

BACKGROUND

The current Master Emergency Plan was enacted in 1996 and last updated August 2009. In 2011, the municipality started a project to convert its emergency command and control system from the Emergency Site Management system to the Incident Command System. As part of that conversion, the Municipal Emergency Plan would also need to be updated to reflect these process changes. In addition, some parts of the emergency plan referred to groups and organizational structure in the municipality that had changed over time.

DISCUSSION

The Halifax Regional Municipality's (HRM) Emergency Management Office (EMO) formed a working group of two staff and one volunteer to review the plan section by section to ensure it supported current best practices, complied with all current legislation, supported the use of the Incident Command System (ICS) and followed HRM's most current organizational structure. This work was completed in 2016 and reviewed and approved by the EMO Planning Committee in March of 2017.

The 2009 version of the Master Emergency Plan consisted of the main body of the plan, now being called the Municipal Emergency Plan along with several appendices which supplied additional information and a series of annexes, which are mini-plans into and by themselves. Due to the uniqueness of the content materials, the annexes have been developed separately over time and therefore need not be updated at the same time as the Municipal Emergency Plan 2017.

The revised master plan now consists of six chapters, seven appendices and six annexes that altogether form what is called the Master Emergency Plan. The main body of this plan consisting of the six chapters and seven appendices form the Municipal Emergency Plan. Each of the annexes continue to be considered separate emergency plans unique to the situation to be addressed. The annexes are maintained and updated separately and are not part of this update given their operational and administrative nature.

The Master Emergency Plan is divided as follows:

Municipal Emergency Plan

- Chapter 01: Introduction
- Chapter 02: Concept of Emergency Operations
- Chapter 03: Emergency Roles and Responsibilities
- Chapter 04: Emergency Organizations
- Chapter 05: Emergency Preparedness
- Chapter 06: Information and Communications Management

Appendices:

- "A" Summary of Legislation
- "B" Glossary
- "C" State of Local Emergency
- "D" Lessons Learned process
- "E" Business Unit Emergency Planning Components
- "F" Business Continuity Management Structure
- "G" HRM EMO Volunteers

Annexes:

- Emergency Telecommunications
- Emergency Public Information
- Emergency Evacuation
- Business Unit Emergency Plans
- Business Continuity
- Hazards, Risks, Vulnerability Assessment (HRVA)

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

RISK CONSIDERATION

There are no significant risks associated with the recommendation in this report.

COMMUNITY ENGAGEMENT

Community engagement was not required for the completion of this report. However, the proposed Municipal Emergency Plan was reviewed and approved by the EMO Planning Committee in March of 2017.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with the recommendation in this report.

ALTERNATIVES

The Executive Standing Committee may reject the recommendation as approved by the EMO Planning Committee in March 2017.

ATTACHMENTS

Municipal Emergency Plan 2017

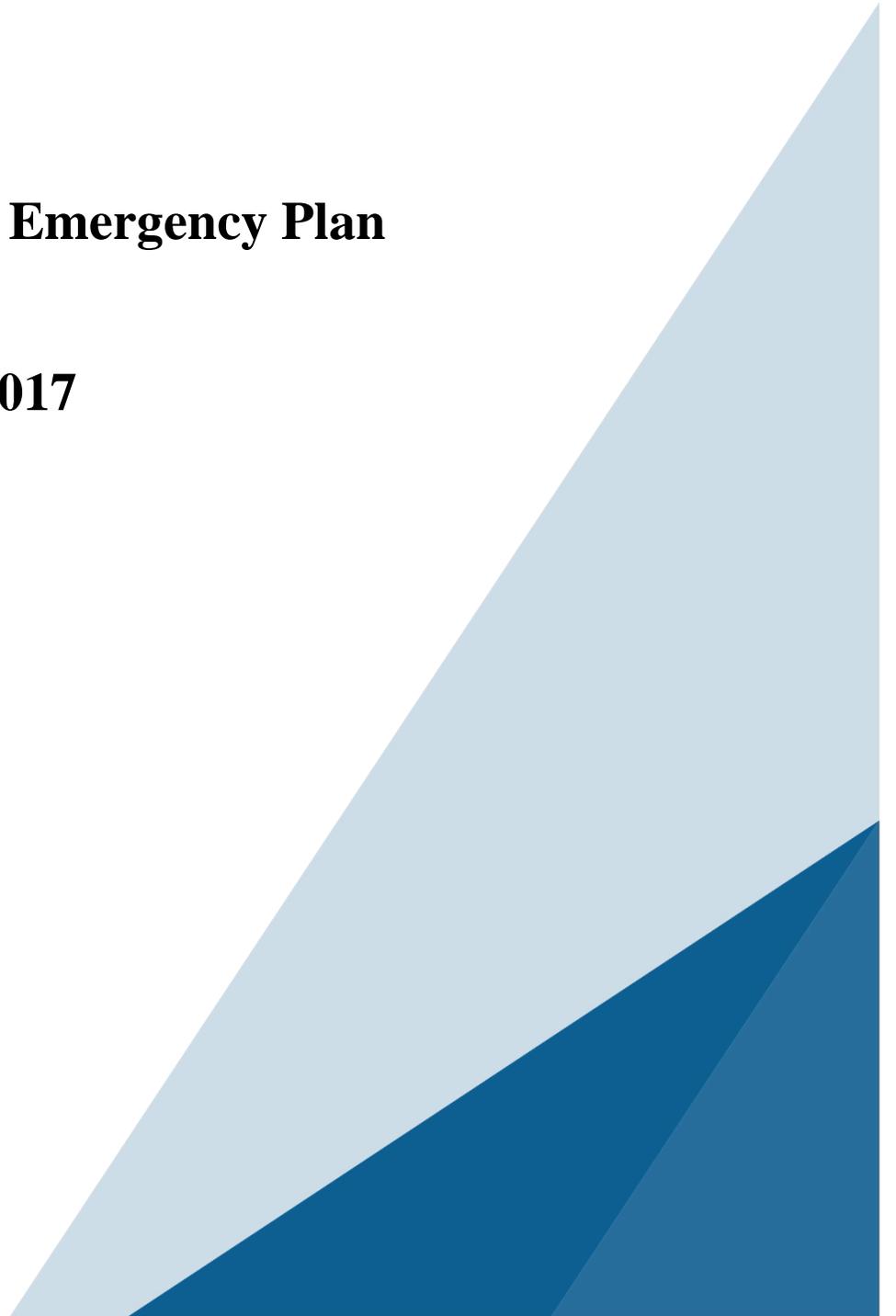
A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Barry Manuel, Emergency Management Coordinator. 902.490.4213

HALIFAX

Municipal Emergency Plan

Revision 2017



HALIFAX

Forward

This Municipal Emergency Plan is part of a series of documents that have been created by the Halifax Regional Municipality to allow it to respond and recover effectively from potentially catastrophic events that may befall the municipality from time to time. This document, through its various chapters, appendices and annexes will allow operational personnel and strategic planners the opportunity to develop and implement a coordinated “best-practices” approach that can be utilized to mitigate any potential or actual event occurring within municipal borders.

The plan has been written to allow all municipal business units, agencies and partners to work together under one common goal and following one emergency management command system that will allow it to manage by objectives. The plan may be executed in whole or in part under the discretion of the Chief Administrative Officer with various parts of the plan only being utilized if and when needed. The plan details the overall management style of the municipality during a time of potential or actual crises.

To ensure that the plan remains current and functionally efficient for the municipality, it will be reviewed annually and as well within sixty days following a high level activation. Deficiencies will be recorded and amendments to the plan will be developed.

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Municipal Emergency Plan

1 Introduction

1.1 Aim

The aim of the Halifax Regional Municipality (HRM) Municipal Emergency Plan (MEP) is to prescribe the organization and measures required to protect human health, property and the environment given an imminent or actual emergency affecting the municipality.

1.2 Authority

This plan is written under the authority of the Nova Scotia Emergency Management Act, 1990, chapter 08, section 10 subsection (1): “Within one year after coming into force of this act, each municipality shall” paragraph (e): “prepare and approve emergency measures plans”

and;

under the authority of the Halifax Regional Municipality Emergency Management By-law E-100, 1996 (revised 2009), section 5; duties of the Emergency Management Coordinator, subsection (3): “The Emergency Management Coordinator shall”, paragraph (a): “co-ordinate and prepare municipal emergency management plans.”

1.3 Requirement to Validate

In addition to an annual review, this plan will be validated every three years by training and appropriate exercises.

1.4 Planning Basis

The HRM MEP (the plan) is an all-hazards plan. It addresses the risk and impact concerns that any number of hazards could create for the municipality. Furthermore, it is based on applicable legislation, local hazards, and available resources.

1.5 Legislation

The plan is primarily based on the Nova Scotia Emergency Management Act (1990) and HRM By-law E-100 to Provide for a Prompt and Coordinated Response to an Emergency (1996), (revised 2009). Other applicable legislation is summarized in appendix “A”.

1.6 Hazards

The municipality is vulnerable to hazards in each of the following categories:

natural hazards: those relating to naturally occurring conditions or events, such as severe weather (e.g., hurricane, blizzard), tectonic plate movement (e.g., earthquake, volcano, tsunami), unstable geographical features (e.g., landslide and coastal erosion) and wildfire ;

human hazards: those relating to accidental or deliberate acts that have the potential to cause harm to people, property and/or the environment. Accidental activities (e.g. a toxic chemical spill) are typically the result of carelessness or lack of attention, where there is no malicious intent to cause harm. Deliberate acts are malicious in nature and cover the full spectrum of criminal activity from graffiti through to and including an overt terrorist attack.

Hazards in each of the above categories have affected the HRM in the past. See annex “H” for the current Hazards, Risk and Vulnerability Assessment (HRVA).

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1.7 Resources

The demand for resources (personnel, facilities, supplies and equipment) during an emergency will vary depending on the situation. In the event of an accident or disaster, with few exceptions, the municipality has appropriate and sufficient resources to mount an initial response. In the event of a catastrophe or a protracted response to a lesser event, additional resources will be required from the private sector and other levels and/or units of government.

1.8 Definitions and Scope

For the purposes of this plan, an emergency is defined as:

“A present or imminent event in respect of which the Regional Municipality believes prompt co-ordination of action or regulation of persons or property must be undertaken to protect property or the health, safety or welfare of people in Nova Scotia.”

Definitions are listed in the glossary to this plan. The HRM Emergency Management Coordinator (EMC) will maintain the glossary without need to refer amendments to higher authority.

The scope of this plan includes actions by the Halifax Emergency Management Organization (EMO), which includes the Executive Standing Committee and the EMO Planning Committee, in response to an emergency affecting the municipality.

The scope also includes guidelines for all Planning Committee members to develop emergency plans for their respective business units.

2 Concept of Emergency Operations

2.1 General

Any individual, worker, business or industry in the Halifax Regional Municipality (HRM) which is responsible for the activity which is the source of an emergency should take initial responding actions to protect life, property, and the environment. Any individual, worker, business or industry which is affected by an emergency should also take steps to protect life, property and the environment. HRM should only be contacted if an expanded response is required.

Planning for, responding to and recovering from emergencies will use the Incident Command System (ICS). Events which could experience an emergency will use ICS for planning (for both emergency and non-emergency activities), responding and recovering.

As much as possible, potential for an emergency to occur and develop will be avoided by mitigation and preparation activities, including critical analysis of situations, and identifying and hypothesising potential occurrences, even unlikely ones.

Until the extent of an emergency has been identified with confidence, staff are to be ready to assume a readiness position prior to actually being necessary. It is preferable and easier to determine availability of resources beforehand, rather than to seek and apply after they become required. However, once an emergency situation has been assessed, care shall be taken to carefully utilize all resources in the event they are required elsewhere.

The confidence of the public in the municipality's response to an emergency situation is considered to be critical. Attention is to be paid to situation reporting to ensure higher levels of government are aware of the situation and can prepare appropriate assistance.

2.2 Incident Command System

To ensure a coordinated response to a major emergency, the HRM has adopted the Canadian Incident Command System (ICS) as developed by ICS Canada and supported by the Nova Scotia Emergency Management Office. ICS is designed to provide a coordinated response to emergencies and events of all types. The system is scalable allowing it to be expanded to meet the requirements of the situation, occurring or anticipated. ICS also may be utilized during multi-jurisdictional incidents between cooperating organizations. ICS is a system of management by objectives using a clear chain of command and within a maximum span of control at all levels.

ICS will be used by the city for all incidents recognized as an ICS Type 3 event or more serious (Type 2 or Type 1). As well it may be used by any municipal business unit to respond to any incident regardless of size, including planned events. ICS principles will be employed during activation of the Emergency Operation Centre (EOC) as appropriate. After the establishment of priorities, measurable and attainable incident objectives will be defined for all incidents. The Incident Commander for an HRM-led incident will come from an HRM business unit.

Every business unit that may be expected to respond to an ICS Type 3 incident, or higher will have appropriate training made available in the use and application of ICS within the incident. All

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ICS training will conform to the standards set out by ICS Canada (See Chapter 4 for more discussion on the use of ICS).

2.2.1 ICS Incident Typing

Type 5	<ul style="list-style-type: none"> - Handled by one or two single resources and/or up to six personnel - No other Command or general staff positions other than the Incident Commander are staffed - Verbal Incident Action Plan (IAP) - Contained to one operational period - No EOC activation
Type 4	<ul style="list-style-type: none"> - More than one agency may become involved and/or the formation of a task force - Some of the command and general staff positions are activated if needed - Contained to one operational period - Verbal IAP/ briefing form (ICS201) may be used - Unlikely to result in an EOC activation
Type 3	<ul style="list-style-type: none"> - Multi-agency response and likely a multi-site response affecting all or a large part of the municipality - Some or all of the command and general staff positions activated - Multiple operational periods - Written IAP required for each operational period - EOC likely activated - Examples: large weather events resulting in multiple damage areas; large evacuations of affected populations
Type 2	<ul style="list-style-type: none"> - Complex incident involving multiple sites and is extending beyond capabilities of various sites, requiring overall coordination of all municipal and external resources - Most or all of the command and general staff positions are staffed - Multiple operational periods with operational personnel not exceeding 500 - Written IAP - EOC activated - Examples: large events like hurricanes and protracted snow storms with large damages and/or protracted recovery times over a large part of the municipality
Type 1	<ul style="list-style-type: none"> - Highly complex incident involving the entire municipality - High impact on municipality - Multi-agency and likely multi-jurisdictional - All command and general staff positions are filled - Operations personnel can exceed 500 per operational period - Joint activation of EOC with provincial and federal centres - Business continuity plans implemented across all business units - Examples: large events with severe damages, loss of municipal services for an extended period of time

2.3 Hazard, Risk and Vulnerability Analysis

The HRM, as part of an ongoing commitment to public safety and to the protection of the environment as well as public and private property, routinely updates its Hazard, Risk and

Vulnerability Analysis (HRVA). The purpose of the HRVA is to identify gaps and weaknesses in emergency management planning, training, organization and resources. A HRVA is a fundamental step in emergency planning to help an organization make risk based decisions to address vulnerabilities, mitigate hazards and prepare for the response to, and recovery from, an emergency.

The HRM HRVA will be used in event and emergency management planning. During incidents, the ICS Planning Section is responsible for ensuring the HRVA is integrated into planning for the response. The HRM Emergency Management Coordinator (EMC) is responsible for ensuring the HRVA is integrated into routine emergency management such as mitigation and preparedness planning.

2.3.1 Risk Categories

The Public Safety Canada All-Hazards Risk Events Categories are:

- a. intentional;
- b. unintentional;
- c. natural;
- d. health; and
- e. emerging phenomena and technologies.

The current HRVA follows these risk categories and is located in Annex H.

2.4 Business Unit Emergency Plans

All public safety business units as well as every business unit within the municipality that provides an identified mission critical or essential service as defined in the HRM Business Continuity Management plan will have a business unit emergency plan that discusses how those services are to be provided during an incident. This plan may be contained within the business unit's business continuity plan or it may be a separate plan.

Business unit emergency plans are to be designed to support the overall response to the emergency and are to be developed to work within the current emergency framework of the municipality including complementing the MEP. Business unit emergency plans will be written with triggers for implementation/de-implementation.

See appendix "E" for guidelines on the development of business unit emergency plans.

2.5 Business Continuity Management

Business continuity management (BCM) will be done at two levels in HRM: Corporate-wide and at the Business Unit level.

HRM will develop and maintain a corporate business continuity management plan that is based on all of the services that the municipality provides. The services in the corporate plan are categorized by their level of priority, based in part on the need of the services, down-time allowances and the requirement under legislation to provide that service. The corporate plan will be developed and maintained by the EMO Office as a separate annex to the municipal emergency plan.

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Each HRM business unit will also prioritize its services and will develop a business unit emergency plan to provide these services in times of crisis for the business unit. This plan may be contained in but will remain distinct from the business unit emergency plan, if applicable.

The business unit emergency plan, if needed, details how the business unit supports the overall emergency responses contained in the Municipal Emergency Plan and as well, the business unit BCM plan details how the business unit will provide its own services to its clients in times of crisis. Therefore, the plan developed by the business unit must be able to be implemented independently from the Municipal Emergency Plan. The business unit BCM plan will be developed and maintained by the business unit in conjunction with the corporate BCM plan.

See appendix “F” for details

2.6 Infectious Disease

Infectious disease is one of many elements that may fall within an all-hazards risk inventory. The main impacts that may affect the municipality during an infectious disease outbreak are occupational health and safety concerns for municipal staff as well as impacts to the provision of municipal services (which directly relate to business continuity).

As the municipality does not provide services related to the provision of health care (short of an occupational health and safety nature), the municipality would take direction and guidance from the Nova Scotia Health Authority on matters of a health nature including but not limited to infection, prevention and control, and the like.

In an outbreak where loss of labour is experienced within HRM, the various business units’ BCM plans would speak to the strategies to mitigate the potential impact(s).

It is acknowledged that should HRM be faced with an outbreak situation, such things as loss of life and illness to friends, family members, and co-workers may create increased stress and hardship to HRM employees. HRM will make all municipal CISM services available to staff to mitigate such effects and pressures.

It is acknowledged that HRM will maintain a stockpile of infection prevention and control materials (including but not limited to surgical masks and gloves). HRM EMO will continue to be the point of contact for matters related to this stockpile and will also maintain and working group (made up of business unit representatives) to provide guidance and oversight.

2.7 State of Local Emergency

2.7.1 Legislation Enabling a State of Local Emergency Declaration

- a. Nova Scotia Emergency Management Act. 1990, c. 8, s. 1; 2005, c. 48, s. 1.
- b. Halifax Regional Municipality, By-law E-100, Respecting of a Prompt and Coordinated Response to an Emergency

A state of local emergency (SOLE) declaration should be made when an emergency situation exceeds the routine authority of the HRM and/or any or all of the powers that the declaration would enable are required. In particular, declaration of a state of local emergency should be considered when the situation requires the municipal emergency plan or any part thereof to be implemented. There is a requirement to notify the public in the affected area as well as the Minister whenever a declaration of a SOLE.

The declaration of a SOLE enables certain powers to the municipality that may be used as needed to lessen the impact of the emergency.

See Appendix “C” for instructions on the declaration of a State of Local Emergency

2.8 Implementation and De-Implementation of the Municipal Emergency Plan

2.8.1 Implementation Criteria

The MEP shall be implemented when the emergency has exceeded, or has the potential to exceed, the normal emergency response capabilities of the municipality, and/or if the municipality requires substantial assistance coordinating response resources; and/or if multiple jurisdictions are involved requiring coordination. The following occurrences shall be automatic “triggers” for implementation;

- a. ICS Type 3 event or higher (1 or 2), or
- b. The EOC has been activated.

If implementation of the plan is required, the EMC (or designate) will make a recommendation to the Chief Administrative Officer (CAO), or designate. A recommendation should be provided within 30 minutes of the initial report from the Incident Commander (IC). The CAO approves implementation of the MEP.

2.8.2 Implementation Sequence

The IC will type the incident and will notify the EMC (or in the absence of the EMC, the IC’s BU Director) who may make a recommendation to the CAO that the MEP be implemented.

When the CAO approves implementation of the MEP, the following occurs;

- a. CAO informs the Mayor
- b. Mayor informs Council
- c. EMC informs the EMO Planning Committee
- d. EMO Planning Committee / Business Unit Directors members inform their organizations
- e. EMC informs non-HRM partners as appropriate
- f. EMC notifies EMO NS as required (e.g. 10/25)¹

All persons should be informed within 30 minutes of the approval to implement the plan. Planning Committee members are responsible to implement their respective departmental emergency plans, as appropriate.

2.8.3 De-implementation of the Municipal Emergency Plan

Having conferred, the IC, or the EOC Manager, or the EMC (or designate) recommends to the CAO de-implementation of the MEP. Reasonable notification of de-implementation is given to the EOC, all personnel engaged in the event/incident and the general public. The EMC will

¹ 10/25 generally the term “10/25” refers to 10 family units or 25 individuals that are impacted by a single emergency event.

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inform the EMO Planning Committee that the plan is being de-implemented.

2.9 The Emergency Operation Centre

Activation of the Emergency Operation Centre (EOC) be considered when the situation meets one or more of the following criteria:

- a. there is/may be an abnormal threat of significance risk to human health, property and/or the environment within HRM's jurisdiction;
- b. evacuation of all or part of the HRM (including federal properties, provincial facilities, or First Nations communities) is/may be required;
- c. HRM has abnormal requirements for volunteer, provincial or federal resources/services for emergency response;
- d. there is a need to activate any agreement(s) under the HRM Emergency Management By-law;
- e. additional resources are needed to answer public/media inquiries;
- f. any provincial or federal emergency response plan(s) affecting the HRM has been implemented; and/or
- g. an emergency Management plan developed in conjunction with HRM has been implemented.

2.9.1 EOC Activation Levels

Activation Level	Staff Requirements	Space Requirements
Inactive	None	None
Partial Activation	EMC EOC Manager Some Command and General Staff positions EOC Admin Support	EOC Planning Room
Full Activation	Most or all EOC Command and General Staff positions All Business Unit Reps	EOC Planning Room All Adjacent Offices

2.9.2 EOC Activation / De-activation Procedure

Having conferred with the CAO, the IC, or the EOC Manager, or the EMC (or designate) recommends the activation / de-activation of the EOC. Reasonable notification of activation / de-activation (and respective level) is given to the EMO Planning Committee Members / Business Unit Directors, personnel engaged in the event/incident.

2.10 Evacuation

The evacuation of persons and animals from an area will be conducted when the risk of sheltering in place becomes or is expected to become higher than the risk of evacuating. Life safety of the resident population as well as responders is always paramount. Evacuations can be voluntary or

Concept of Emergency Operations

mandatory. The municipality has the legal authority under section 308, (1) (e) of the Halifax Regional Municipality Charter to order the evacuation of an area due to a fire, rescue or emergency. The municipality may also order an evacuation while under a State of Local Emergency declaration.

The evacuation of an affected population will fall into three primary phases:

- a. Evacuation from a hot or danger zone to a safe area;
- b. Transportation from the safe area to a reception centre where associated housing needs may be determined and met; and
- c. Re-entry into the affected area once an all-clear has been established.

An emergency evacuation protocol will be established by the on-scene command for phases 1 and 3 and part of phase 2. In addition to providing transportation to emergency centres, when needed, the municipality will also coordinate the provision of the locations for reception centres and temporary shelters. The provision of humanitarian services is a provincial Department of Community Services responsibility. Generally, the Department of Community Services will designate the operation of reception centres and shelters to the Canadian Red Cross.

The evacuation component will be coordinated and conducted within the on-scene command structure of an emergency site. When multiple, unrelated emergency sites exist that require evacuation, the overall coordination of the evacuation process outside of each emergency site will be coordinated by the Emergency Operation Centre (EOC) , if established, or by the Emergency Management Office if no EOC has been established.

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Evacuation Phase	Activity	Lead
1	Evacuation condition exists requiring evacuation typing	On-scene command
1	Evacuation decision	On-scene command
1	Evacuation from danger area to safe area	On-scene command
1	Initial needs assessment for evacuees when done on site	On-scene command (using assisting agencies like the Red Cross)
1	Transportation from safe area to reception centre(s)	On-scene command
2	Security within the evacuated areas	On-scene command
2	Establishment of reception and evacuation centres outside of the emergency site	EOC/EMC
2	Provision of Emergency Social Services (ESS) outside of the emergency site	Department of Community Services working with the Canadian Red Cross
2	Support to the reception and evacuation centres	EOC/EMC
3	Lifting of evacuation orders	On-scene command
3	Re-entry back into the evacuated areas	Emergency site in coordination with the EOC/EMC.

Not every emergency will require an evacuation. Sometimes a community population's needs may be met at the local level with residents returning home each night. While not an evacuation condition, in these cases the municipality may establish or support community comfort centres whereby a resident population may visit to receive essential needs like meals, hygiene facilities, electronic device charging capabilities, etc., as well as information and social interaction. Emergency comfort centres as described here, are not normally provided by the Department of Community Services.

Emergency evacuation objectives, procedures, organizational structure, along with accompanying roles and responsibilities can be found in Annex "C".

2.11 HRM EMO Volunteers

HRM EMO has developed a wide-ranging volunteer program that may be utilized before, during and after an emergency response. During response to an emergency, registered EMO volunteers are covered by insurance. EMO volunteers will also receive appropriate training for the area in which they are volunteering and will be included in EMO exercises as appropriate.

See appendix “G” for more information on HRM EMO Volunteer programs.

2.12 Donation Management

Management of donations in support of disaster relief is not a normal supported HRM service and HRM does not assume lead for donations management. However, spontaneous donations, including the shipment of goods to an affected area are a distinct possibility. HRM should be prepared to assist the lead organization or support the management of this process until an organization assumes the lead.

2.13 Recovery Operations

The aim of the Recovery phase of an emergency is to restore the affected area to its previous state. It differs from the Response phase in its focus: recovery efforts are concerned with issues and decisions that must be made after immediate needs are addressed. Recovery efforts are primarily concerned with actions that involve rebuilding destroyed property, re-employment, the repair of other essential infrastructure, as well as the re-opening of essential services.

Although community recovery requires the cooperation of several government agencies and non-government organizations, only the municipality has the legislated responsibility for community-wide recovery under the NS *Emergency Management Act*.

A delegate of the municipality will be authorized as the Recovery Manager to lead the management and coordination of all recovery activities within our jurisdiction.

Recovery Assumptions

- a. Members of the group tasked with recovery will not normally be from public safety agencies, as these agencies will be tasked with resumption of routine responsibilities within the community(s) and preparation for routine calls for service.
- b. The Recovery Manager will utilize an ICS structure in order to support the recovery process.

Recovery Considerations

- a. The EOC Manager, upon approval from the CAO, will determine when recovery operations will be commenced.
- b. Prior to the commencement of recovery operations, a formal transition of responsibilities between the EOC Manager / Incident Commander and the Recovery Manager will take place upon implementation of the Municipal Recovery Plan.
- c. A separate municipal Business Continuity Plan addresses the restoration and recovery of critical infrastructure, such as electrical power, gas service, potable water, sewer and wastewater services, and roadways. Each municipal business unit will have a business continuity plan of their own.

3 Emergency Roles and Responsibilities

The responsibility for emergency preparedness and response rests with individuals, businesses and industries, community organizations, and all levels of government, as outlined below.

3.1 Individuals

Responsibility for initial response to an emergency lies with the individuals most affected. As a minimum, all individuals should prepare and implement initial emergency measures to protect life, property, and the environment. For example, if a hurricane is imminent, heads of households and individual business operators are responsible to ensure adequate food and water supplies are available; take steps to mitigate the impact of loss of essential services such as telephone and power; and protect property from potential damage.

3.2 Businesses and Industries

Businesses and industries are responsible for contingency plans for any emergency which may result from their activities. They are also responsible for initial response to those emergencies. Businesses and industries will be used to augment Halifax Regional Municipality (HRM) resources according to arranged agreements and plans, or as required.

3.3 Community Organizations

Community groups and organizations, such as services clubs and volunteer organizations are a valuable resource for emergency response. They will be used to augment HRM's resources. This will be according to arranged agreements and plans, or as required.

3.4 Halifax Regional Municipality

If individuals, businesses, or industries cannot cope, HRM business units will respond in accordance to their respective mandate.

3.4.1 HRM Business Units

Business unit staff with emergency management functions implement instructions from the EMO Planning Committee. To do that they task employees, volunteer fire fighters, and other volunteers as required and in accordance with their department emergency plans and the Municipal Emergency Plan. In every case, business unit emergency managers ensure all employees, volunteer fire fighters, and other volunteers are trained/qualified and properly equipped for assigned tasks. They also ensure all employees, volunteer fire fighters, and other volunteers have adequate supervision; equipment, support (e.g. feeding and breaks); instructions and access to information.

If tasks exceed available business unit resources/equipment, business unit staff with emergency management functions will obtain permission from their EMO Planning Committee counterparts to request additional resources from any of the following: volunteer organizations, businesses,

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industries, special purpose bodies (e.g., school boards). Business unit emergency managers also advise their EMO Planning Committee counterparts when provincial or federal resources are required.

3.4.2 Chief Administrative Officer

The CAO is responsible for the implementation of the municipal emergency plan to protect the population, property, and environment in HRM.

During an activation of the Emergency Operation Centre (EOC), the CAO will act as the agency administrator and takes matters as appropriate to council.

The CAO may at times serve as the EOC Manager, however, the roles of CAO and EOC Manager are distinct and different.

While acting as the agency authority, the CAO shall;

- a. keep the EMO Planning Committee informed;
- b. keep the Executive Standing Committee informed;
- c. make policy decisions in the absence of an executive authority; and
- d. ensure major decisions regarding the municipality are made.

3.4.3 EMO Planning Committee

The membership of the EMO Planning Committee is defined in HRM bylaw E-100.

In addition to those responsibilities, the responsibilities of the EMO Planning Committee include but are not limited to:

- a. assess the short, medium and long-term emergency operating requirements for HRM;
- b. advise the CAO as to a declaration, renewal or termination of a state of local emergency;
- c. make recommendations to the Standing Executive Committee;
- d. resolve municipal inter-organizational issues; and
- e. ensure communications with all other levels of government, external agencies, and the public are coordinated.

3.4.4 HRM Emergency Management Coordinator

In addition to the to the functions in Bylaw E-100, the Emergency Management Coordinator (EMC) is responsible;

- a. as the primary contact for the Nova Scotia Emergency Management Office should assistance from a provincial department(s) be required;
- b. as the primary contact for neighboring municipalities should assistance be required; and
- c. in the absence of an activated EOC, to ensure all incident site activities are coordinated in accordance within accepted HRM emergency procedures; and
- d. during activation of the EOC, the EMC should be considered as the preferred initial Planning Section Chief. The EMC should always be considered for assistance and advice to the EOC Manager.

3.4.5 HRM Corporate Communications

Corporate Communications is responsible for coordinating internal and external communications on behalf of the municipality and the Incident Command/EOC team. This includes but may not be limited to the Public Information Officer (PIO) and Information Officer (IO)

3.4.6 Incident Commander

Taking direction from the agency administrator and keeping the EOC Manager informed, the IC is responsible for the overall management of the emergency and assigned resources within the site. Other functions include:

- a. Ensuring delegated authority;
- b. Knowing agency policies;
- c. Ensuring incident safety;
- d. Setting priorities, and approving incident objectives and strategies to be followed;
- e. Establishing the ICS organization needed to manage the incident;
- f. Approving the Incident Action Plan (IAP);
- g. Authorizing information release to the media;
- h. Coordinating command and general staff activities;
- i. Approving transition plans to recovery operations;
- j. Approving resource requests;
- k. Ordering demobilization; and
- l. Ensuring after-action reports are completed by the Planning Section

3.4.7 Emergency Operation Centre Manager

The Emergency Operations Centre is activated in support of an emergency site or to coordinate support between multiple emergency sites. Taking direction from the CAO while acting in support of the Incident Commander, the EOC Manager is responsible for the overall management of the EOC including incident support and provision of municipal services to the unaffected parts of the municipality. Other functions include:

- a. Ensuring delegated authority;
- b. Knowing agency policies;
- c. Ensuring incident safety;

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- d. Setting priorities, and determining incident objectives and strategies to be followed;
- e. Establishing the ICS organization needed to manage the incident;
- f. Approving the EOC IAP;
- g. Authorizing information release to the media;
- h. Coordinating command and general staff activities;
- i. Plan for transition to recovery operations;
- j. Approving resource requests;
- k. Ordering demobilization of the EOC; and
- l. Ensuring after-action reports are completed

3.4.8 EMO Volunteers

EMO volunteers will be activated or requested by HRM EMO. They do not self-deploy. EMO volunteers will be provided duties, tasks and responsibilities in keeping with their respective mandates and training.

3.5 Province of Nova Scotia

In the event support and/or resources are required from the province, the Nova Scotia Emergency Management Office facilitates these requests.

The provincial departments of Health and Wellness and Community Services are responsible for routine health and social services throughout the province. Therefore, during an emergency, those departments are responsible for emergency health and social services.

3.6 Government of Canada

The Government of Canada is responsible for providing federal resources requested by Nova Scotia on behalf of HRM. The Government of Canada is also responsible to arrange for resources not available in the province. Requests for such resources are made through the Nova Scotia Emergency Management Office.

4 Emergency Organization

4.1 Incident Command System

The Incident Command System (ICS) is a modular command and control system that functions as a “bottom up” system, using only the modules needed to mitigate an incident. When fully deployed, there are eight Command and General Staff positions that can be activated in support of a response. All incident Type 3, Type 2 and Type 1 responses occurring within HRM jurisdiction will be managed under a single ICS command system. There are times when the municipality does not have jurisdictional lead over the entire incident and a Unified Command system, still following ICS will be set up between cooperating agencies. ICS can be used at multiple emergency sites as well as in the Emergency Operation Centre.

4.1.1 Command and General Staff Positions

Incident Commander

The individual responsible for the overall management of the response is called the Incident Commander. The Incident Commander (IC) is responsible for directing and/or controlling resources by virtue of explicit legal, agency, or delegated authority.

The IC is responsible for all aspects of the response, including developing incident objectives and managing all incident operations. The IC sets priorities and defines the ICS organization for the particular response. Even if other positions are not assigned, the IC position will always be designated and will be responsible for the duties of any of the other Command and General Staff positions not assigned.

Operations Chief

The Operations Chief - activates and supervises tactical organization elements in accordance with the Incident Action Plan (IAP) and directs its execution. The Operations Chief also directs the preparation of unit operational plans; requests or releases resources; makes expedient changes to the IAP, as necessary; and reports such to the Incident Command.

Planning Chief

The Planning Chief is responsible for the collection, evaluation, dissemination and use of information about the development of the incident and the status of resources. The Planning Chief is responsible to lead the development of an Incident Action Plan (IAP) for approval by the Incident Commander.

Logistics Chief

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The Logistics Chief is responsible for providing facilities, services, and material in support of the incident. The Logistics Chief participates in the development and implementation of the IAP and activates and supervises the branches and units within the logistics section.

Finance / Admin Chief

The Finance/Administration Chief is responsible for all financial, administrative, and cost analysis aspects of the incident and for supervising members of the finance/administration section.

Information Officer

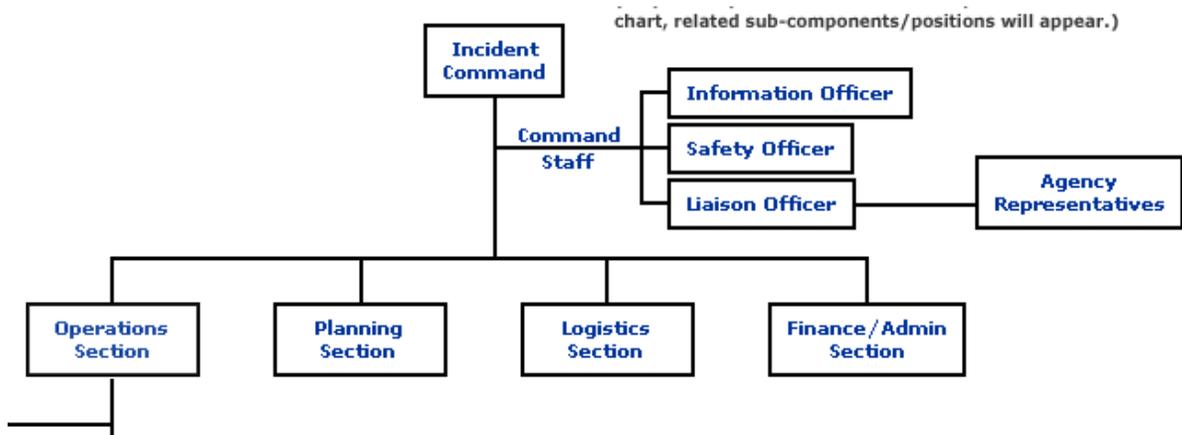
The Information Officer develops and releases information about the incident to the news media, to incident personnel, and to other appropriate agencies and organizations.

Liaison Officer

The Liaison Officer assists and/or cooperates with Agency Representatives, is a contact point for Agency Representatives, and assists in establishing and coordinating interagency contacts.

Safety Officer

The Safety Officer develops and recommends measures for assuring personnel safety, and to monitor and/or anticipate hazardous and unsafe situations. Only one Safety Officer will be assigned for each incident, although there may be Assistant Safety Officers.



4.2 Incident Site

An incident site includes the hot and warm zones which contain the active part of the incident. Hot and warm zones may together also be referred to as the inner perimeter. The cold zone, or outer perimeter forms the outer boundary of the incident site that is under the control of the incident commander and include all of any exclusion zone or evacuation zone.

There may be more than one separate and distinct incident site with some or all of the areas mentioned above and each one will have its own incident commander and incident command team.

If several incidents are grouped geographically close to each other an Area Command may be formed under ICS with an appropriately trained Area Commander in charge.

The Incident Commander (IC) is responsible for directing and/or controlling resources by virtue of explicit legal, agency, or delegated authority. The individual responsible for the overall management of the response is called the Incident Commander.

The IC is responsible for all aspects of the response, including developing incident objectives and managing all incident operations. The IC sets priorities and defines the ICS organization for the particular response. Even if other positions are not assigned, the IC will always be designated. The Incident Commander, after doing an initial assessment will activate as much of the ICS framework as is felt needed that that time. The ICS structure will be monitored and adjusted as necessary, ensuring that changes in structure are reflected in the Incident Action Plan (IAP).

4.3 Emergency Operation Centre Overview

The Emergency Operation Centre (EOC) is normally activated in an 'incident support' role, providing off-site support to a site-specific Incident/Unified Command or Area Command. This support usually includes the provision of strategic direction, guidance and resources.

Nevertheless, the EOC should also be prepared to assume a more direct incident management role, such as assuming Area Command or, in rare occurrences, performing Incident Command roles. In such instances, the EOC is the logical facility to exercise command, due to its functionality and convenience.

When activating and staffing an EOC (whether for Incident Support, Area Command, or Incident Command), one should place the focus on what needs to be done, and who has the expertise/knowledge and authority to carry out required tasks. Though normal administrative roles found in many organizations may not be routinely aligned with ICS functions, the HRM EOC will endeavor to employ ICS principles where possible.

As a reminder, an EOC facility should have appropriate technological and telecommunications systems to ensure effective communication during an emergency. When establishing an EOC, it is important to consider the nature of the hazards for which a response may have to be coordinated and ensure that the facility is capable of sustaining operations without itself being made ineffective by those very hazards.

Concept of Operations

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HRM uses ICS as the incident management system for multi-agency responses; this also applies to the EOC. Principles of ICS include but are not limited to the following:

- a. Documenting results to measure performance and facilitate corrective actions;
- b. Establishing overarching incident objectives;
- c. Developing strategies based on incident objectives;
- d. Developing and issuing assignments, plans, procedures, and protocols; and
- e. Establishing specific, measurable tactics or tasks for various incident management functional activities, and directing efforts to accomplish them, in support of defined strategies.

Roles

Roles of the EOC are:

1. **Incident Support** - The provision of resources and/or strategic guidance, authorizations, and specific decision-making support. This support may be provided to an Incident Management Team at a site or in limited circumstances, to another coordination centre.
2. **Essential Services and Continuity of Operations** - Ensuring that essential services are maintained off-site.

EOC Activation Criteria

Activation of the EOC should be considered when the situation meets one or more of the following criteria:

- a. there is/may be an abnormal threat of significance risk to human health, property and/or the environment within Halifax Regional Municipality (HRM) jurisdiction;
- b. evacuation of all or part of the Halifax Regional Municipality (including federal properties, provincial facilities, or First Nations communities) is/may be required;
- c. HRM has abnormal requirements for municipal, provincial or federal resources/services for emergency response;
- d. there is a need to activate any agreement(s) under the HRM Emergency Management By-law;
- e. additional resources are needed to support public information efforts;
- f. any provincial or federal emergency response plan(s), affecting the HRM, has been implemented; and/or
- g. the municipal emergency plan for HRM has been activated.

EOC Levels

Levels	Activation of the EOC / EOC Team
Level 4 (Routine)	All business units are conducting routine and normal operations. No events or incidents require focussed attention.
Level 3 (Heightened)	An event or incident has become apparent and a heightened sense of awareness or planning is required.
Level 2 (Partial Activation)	An event or incident has occurred and a partial activation (select or targeted representatives) of the EOC is required.
Level 1 (Full Activation)	An event or incident has occurred and a full activation of the EOC is required.

Activation Authorities

When at least one of the activation criteria has been met, activation of the EOC can be recommended. A recommendation must be made to the **CAO**, or designate prior to the authorization for activation.

The HRM staff who are authorized to make a recommendations to the CAO for an EOC activation represents those business unit directors (including their alternates) who comprise the EMO Planning Committee.

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4.4 Departmental Coordination Centres

When a situation occurs and when business unit tactical support is more than can be accomplished from the EOC, or when a EOC has not been activated, a business unit may activate its own coordination centre. Details of the coordination centre's operation including activation triggers, roles and responsibilities, its relationship to the EOC and concept of operations can be found in the business unit's emergency plan.

4.5 Council Support Centre

The Council Support Centre will act as a conduit for elected officials when activated. It will collect information from Councillors and ensure it is passed along to the Emergency Operation Centre, Area Command or Incident Management Team as appropriate and collect and pass along information to councillors from these groups. The Council Support Centre will be headquartered in City Hall and run by the Council Support office and may provide both virtual and face-to-face briefings to Councillors.

5 Emergency Preparedness

5.1 Procedures

The Emergency Management Coordinator (EMC) is responsible for identifying procedures to support the Municipal Emergency Plan (MEP) and the municipality's emergency management program. The EMC is also responsible for oversight of the development and format of procedures, though their actual development may be done by various business units. The EMC will review procedures periodically, arrange for deficiencies to be corrected expeditiously, and arrange for persons affected by corrections to be notified.

As a minimum, the EMC will prepare and maintain a MEP alert procedure. The procedure is to contain the names and contact information for persons to be alerted. At least one alternate is to be named for each person. The procedure will be updated periodically or whenever significant changes take place. Persons named in the procedure are responsible for notifying the EMC of any changes to information contained in the procedure. The alert procedure is included in the MEP as Annex "L".

Business unit procedures shall not conflict with MEP procedures.

5.2 Business Unit Emergency Plans and Procedures

Business unit emergency plans and procedures will be reviewed periodically by business unit directors and the EMC. Business unit directors will report results of the review to the (CAO). Critical deficiencies must be corrected expeditiously and other deficiencies will be corrected within a reasonable time, as directed by the CAO.

Business unit procedures shall not conflict with MEP procedures.

5.3 Agreements

Mutual aid agreements and memoranda of understanding (agreements) may be developed in support of the MEP. The EMC is responsible for identifying required agreements to the Emergency Management Organization Planning Committee (EMOPC). Agreements will be developed as directed by the Committee. All negotiated agreements must be approved by the Standing Executive Committee before going to Council for ratification.

The EMC will review agreements periodically, make recommendations for revision to the EMOPC, and arrange for persons affected by revisions to be notified.

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5.4 External Emergency Plans

The EMC is responsible for periodically reviewing emergency plans of external organizations which involve or affect the municipality. The appropriate organizations are to be notified of deficiencies, and deficiencies are to be reported to the EMOPC.

5.5 Training

Business units are responsible for the training of people in their units to standards where they are able to perform individually and collectively at emergency functions of the unit, and at general emergency management functions for employment outside the unit. Units will develop and maintain training programs for emergency functions, and submit their programs, including status on training of staff, annually for review to the EMOPC.

All Halifax personnel with the potential for involvement in emergencies and major events will be trained to Incident Command System (ICS) level 100. All personnel with the potential for employment in operations, coordination and support centres will be trained to ICS 200. All personnel with the potential for employment in emergency leadership positions will be trained to at least ICS 300. The EMC will provide basic information (“ICS for executives”) for the EMOPC. The EMC will arrange training for elected officials every election cycle and as needed.

The EMC will develop and maintain a program of section specific training in order to generate trained staff to fill positions in the Emergency Operation Centre (EOC). All business units will provide personnel to take EOC section specific training per the program. The EMC will submit the program annually for review to the EMOPC.

All personnel are to be prepared to identify their current training qualifications and deficiencies when joining staff engaged in an emergency or event.

5.6 Exercising

The EMC will manage a program of emergency exercises with a focus on inter-agency coordination. The program should include at least one exercise a month September to June. Responsibility for exercise planning and conduct is to rotate through business units and the Emergency Management Organization. Unit exercises are to include an objective of validating their unit emergency plans. Two exercises annually are to focus on EOC operations. Organizations with which Halifax may expect to operate routinely are to be invited to participate. Results of the program are to be reported annually by the EMC to the EMOPC.

Exercises may be discussion, table top, functional or full. Exercise planners are to consider the current Halifax hazards, risk and vulnerability analysis when developing exercise objectives. Telecommunications activation is to be exercised twice a year. A full telecommunications exercise is to be conducted every two years. A full exercise including the mayor and Chief Administrative Officer will be conducted every three years, with an objective of validating the municipal emergency plan.

5.7 Lessons-Learned System

A lessons-learned system is a knowledge management process intended to enhance capabilities through discovery, knowledge development, sharing, and implementation of lessons from operations, events, exercises, training and other activities.

The aim of the Halifax lessons-learned system is to institutionalize and reinforce matters that should be retained and to identify those needing improvement, and that affect agencies in emergency incidents and exercises, and major events. Matters can include but are not limited to the areas of policy, procedures, training, and equipment.

A lessons-learned system will be used in Halifax emergency incidents and exercises, and for major events. The system complements and does not replace lessons-learned systems internal to business units and participating agencies. Observations will be collected on type 3 and above incidents, exercises and events; on type 4 and below collection will be at the discretion of the EMC.

Lessons-learned is a line responsibility. Business units are to appoint a point of contact for lessons-learned matters; normally this will be the senior unit representative engaged in the incident, exercise or event. On site and within the EOC, the Incident/EOC Manager is overall responsible for lessons-learned, and the Planning Section Chief is responsible for managing lessons-learned. After an incident or event, the lead business unit for that incident or event is responsible to the EMOPC for the management of lessons-learned for that incident or event.

Details of the process of the Halifax lessons-learned system are located in Appendix “D”.

6 Information and Communications Management

6.1 Emergency Information

Emergency information (and event information when an event is being managed) includes all information that allows authorities to make assessments and decisions, develop plans, assign tasks, and allocate resources. Responders and staff should frequently review what information is being reported and recorded in order to ensure that important matters are not being missed.

The Public Information Officer is responsible of the generation of emergency public information approved by the incident management team.

6.2 Communications

The Communications Unit is responsible for the dispatch and receipt of emergency information. The Communications Unit will be prepared to communicate with other stations by whatever means is expedient and assured. Means are to include voice and data over radio, computer networks and runners.

Communications will be made in a format as promulgated in a procedure maintained by the Emergency Management Coordinator (EMC). All communications will be logged, time stamped and endorsed.

Ensuring common understanding of a situation is greatly enhanced through use of a computer-based chat service. In planning for events, and early in responding to incidents, the Communications Unit will confirm interoperability of chat capabilities between participating agencies. Chat communications are to be time stamped and logged.

6.3 Telecommunications

The aim of telecommunications planning is to prescribe the organization and measures required to establish and maintain emergency and event telecommunications between any location in the municipality and, when required, beyond. Planning is to be based upon using existing private and public telecommunications infrastructure, when available, and to assume that some or all of the existing standard telecommunications networks have been, or has the potential to be compromised.

The Communications Unit is responsible for telecommunications planning during incidents. Event planners are responsible for telecommunications planning for events. The EMC is responsible for routine telecommunications planning, taking advantage of expertise such as provided by the HRM EMO Auxiliary Telecommunications Service (ATS). Details of telecommunications are included in annex A. The EMC is to maintain the currency of this annex without need to submit changes for higher approval.

6.4 Geospatial Information

Exchange of information during incidents and events is enhanced using geospatial information systems (GIS), whether computer or paper based. Early in responding to incidents, the Situation Unit will confirm interoperability between GIS in use by participating agencies, which maps are to be used when exchanging information, and

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what units of geospatial measurement are to be considered as standard. In planning for events, planners will do the same. The EMC will maintain a procedure listing geospatial standards. All business units are to be prepared to conform to those standards and to conduct geospatial-based planning and information exchange.

The Situation Unit will establish a common operating picture (COP), a visual representation of operational information shared between participating agencies, during events and incidents. It is preferable that the COP be computer-based to be shared broadly between participating agencies. All business units are to be prepared to contribute and draw from the COP.

6.5 Reporting

Reports must be accurate, clear and expedient. When appropriate, a level of confidence should be indicated about incident information. Reports should be limited to information considered appropriate to the agency to whom the report is being made in order to avoid information overload and over-reporting. Fatalities and casualties are not to be reported without the authority of the Incident Commander/EOC Manager. It is preferable to communicate quickly what information is known rather than wait for more details, with follow up reports later. Acronyms and specialized/technical jargon are to be avoided. In addition to situational information, managers should communicate assessments and intentions.

Reports will be made in a format as promulgated in a procedure maintained by the EMC.

The Situation Unit is to promulgate periodic situation reports to external responders and to internal audiences. Reports to Council members will be sent via the Council Support Office. Reports to assisting and cooperating agencies with representation at the incident site or in the EOC will be via their representatives. Reports to assisting and cooperating agencies without representation at the site or EOC will be via the Liaison Officer. All staff at the incident site or in the EOC should be recipients of periodic reports.

The HRM Public Information Officer is responsible to release information to the media and public.

Releases by the Situation Unit and HRM Public Information Officer are to be cross-checked with each other prior to release.

6.6 Recording

Detailed information about the following is to be recorded:

- a. receipt of information about an actual or potential emergency;
- b. implementation of the Municipal Emergency Plan;
- c. notification to the general public and other emergency organizations;
- d. incident site operations;
- e. health and safety assessments;
- f. public inquiries;
- g. media announcements;
- h. declaration/renewal/termination of a state of local emergency;

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- i. orders issued by HRM under state of local emergency;
- j. requests for assistance;
- k. acquisition of materials/services; and
- l. warnings/orders issued by/to HRM

Detailed information includes:

- a. times (origin of all information should be time stamped);
- b. information received/sent;
- c. critical decisions;
- d. instructions received/sent;
- e. actions planned/implemented;
- f. authorities.

In addition, a central registry of the names, tasks, hours worked, operating locations, and injuries of every person who responds to the emergency under the authority of the HRM is to be maintained.

Appendix

Appendix “A” Summary of Legislation

Summary of Legislation Affecting Emergency Preparedness and Response

Basic Canadian and provincial laws remain in effect before, during and after an emergency. For example, the Criminal Code of Canada would remain in effect regardless of the situation in the Municipality. However, the following legislation is of particular relevance to the Halifax Regional Municipality's emergency preparedness program and response actions.

MUNICIPAL

The Halifax Regional Municipality Emergency Management By-Law E-100

This by-law is issued under the authority of the Nova Scotia Municipality Act, and the Emergency Measures Act. It details H.R.M.'s emergency organization and responsibilities.

PROVINCIAL

Emergency Measures Act 1990, c.8,s. 1

This act and supporting regulations details the statutory emergency duties and powers of the Regional Municipality. The Director Emergency Management Organization, is of the opinion that this Act supersedes all other provincial emergency legislation in the event of an emergency.

The Environment Act 1994-95, c. 1, s. 1.

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This act prescribes provincial duties and powers that parallel municipal duties and powers at an emergency site involving environmentally damaging substances. It requires municipal actions for mystery spills or instances when the responsible person is incapacitated.

The Fire Prevention Act R.S., c. 171, s. 1

This Act extends the emergency powers of the provincial Fire Marshall to the H.R.M. Chief of Fire & Emergency Services.

Halifax Charter

This act authorizes H.R.M. to maintain a fire service and enter into agreements with other jurisdictions for giving or receiving emergency assistance.

Nova Scotia Health Act R.S., c. 195, s. 1

This act allows the Minister of Health to make regulations with respect to food handling and mass feeding, potable water and, public health and safety of dwellings.

Human Rights Act R.S., c. 124, s. 1

Emergency plans, programs and procedures of H.R.M. must not discriminate on the basis of any prohibited grounds under the act.

Occupational Health and Safety Act 1985, c.3

The employee rights granted in this act apply to H.R.M. employees before, during, and after an emergency.

FEDERAL

Emergencies Preparedness Act 1988

Appendix “A”: Summary of Legislation

This act charges federal Ministers with the responsibility to develop emergency plans for hazards within their jurisdictions. Therefore, this applies to federal facilities and properties within Halifax Regional Municipality.

Transportation of Dangerous Goods 1992

This act is binding on federal, provincial and municipal governments and private citizens. It prescribes federal duties and powers that parallel provincial and municipal duties and powers at an emergency site involving dangerous goods.

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Appendix “B” Glossary

References:

Government of Canada Translation, Terminology and Interpretation (Termium)

<http://www.bt-tb.tpsgc-pwgsc.gc.ca>

Nova Scotia Emergency Management Office Incident Command System Glossary of Terms (NS EMO) <http://www.novascotia.ca/dma/emo/resources/docs/Annex-I/Appendix3ICSGlossaryofTerms.pdf>

The Emergency Management Coordinator is to maintain this glossary without need to submit changes for higher approval.

#	term	meaning
1	<i>Activation Level</i>	The extent of staffing and equipment of the Halifax Emergency Operation Centre in support of a response. (MEP)
2	<i>Affiliated Volunteer</i>	A volunteer who is affiliated with either a governmental agency or NGO and who has been trained for a specific role or function in disaster relief or response during the preparedness phase. (MEP) A volunteer who serves an organization or program for a specific, continuous engagement and has been trained for disaster response activities. (Termium)
3	<i>Agency Representative</i>	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. (NS EMO)
4	<i>Alert</i>	Distributed information which requires action to be taken. See also ‘Notification.’ (MEP)
5	<i>Assisting Agency</i>	An agency directly contributing tactical or service resources to another agency. (NS EMO)
6	<i>ATS</i>	HRM EMO Auxiliary Telecommunications Service
7	<i>BCM</i>	Business Continuity Management

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8	<i>Business Continuity Management (BCM)</i>	An integrated management process involving the development and implementation of activities that provides for the continuity and/or recovery of critical service delivery and business operations in the event of a disruption. (Termium)
9	<i>CAO</i>	Chief Administrative Officer. The CAO will also be referred to as the Agency Administrator under the Incident Command System.
10	<i>Change Authority</i>	Someone with the authority to endorse a lesson for action. Part of the LL system.
11	<i>CISM</i>	see Critical Incident Stress Management
12	<i>Comfort Centre</i>	Facility that is primarily used for residents who are remaining in their homes but do not have full services such as electricity, heat, water, etc. Comfort centres are normally run by the municipality. (MEP)
13	<i>Comfort Centre Manager</i>	The person, appointed by the municipality (when Halifax is lead) who coordinates all activities occurring inside the area of a facility that has been assigned to the municipality as a comfort centre. (MEP)
14	<i>Common Operating Picture (COP)</i>	An interactive and shared visual representation of operational information gathered from various sources that provides a common understanding of an incident and a response situation. (Termium)
15	<i>Cooperating Agency</i>	An agency supplying assistance other than direct tactical or support functions or resources to the incident control effort (e.g., Red Cross, telephone company, etc.). (NS EMO)
16	<i>COP</i>	Common Operating Picture
17	<i>Critical Incident Stress Management</i>	A comprehensive, integrated, systematic and multi-component crisis intervention program developed to help both individuals and groups manage traumatic experiences due to critical incidents within organizations and communities. (Termium)
18	<i>Crisis</i>	A situation that threatens public safety and security, the public's sense of tradition and values or the integrity of the government. The terms "crisis" and "emergency" are not interchangeable. (Termium)

19	<i>Crowd Control</i>	Activities to physically alter the action and behaviour of a crowd. (Termium)
20	<i>Designate</i>	An individual to whom responsibility and authority for a particular function, normally performed by another individual, has been officially delegated. (MEP)
21	<i>Disaster</i>	An event that results when a hazard impacts a vulnerable community in a way that exceeds or overwhelms the community's ability to cope and may cause serious harm to the safety, health or welfare of people, or damage to property or the environment. (Termium)
22	<i>Drop-Off Areas</i>	Place designated for disembarking passengers of a motor vehicle, boat, train, etc. (Termium)
23	<i>EPI</i>	Emergency Public Information
24	<i>EPI Alert List</i>	The recall list that activates the Emergency Public Information Team. (MEP)
25	<i>EMC</i>	Emergency Management Coordinator
26	<i>Emergency</i>	A present or imminent event in respect of which the Regional Municipality believes prompt co-ordination of action or regulation of persons or property must be undertaken to protect property or the health, safety or welfare of people in Nova Scotia. (By-Law E-100 Respecting of a Prompt and Coordinated Response to an Emergency)
27	<i>Emergency Facility</i>	Usable space that has been allocated for use by the municipality during an emergency as a comfort centre, reception centre, evacuation centre or other emergency-related use as determined by the EMO (e.g., rest and feeding areas for responders, command areas, etc.). (MEP)
28	<i>Emergency Management Coordinator (EMC)</i>	The person appointed by Council. Generally, co-ordinates and prepares municipal emergency plans, training and exercises; is responsible for public emergency preparedness education programs; and during a state of local emergency, prescribes duties to be fulfilled by employees, agents, and volunteer fire fighters of the Regional Municipality. (By-Law

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		E-100 Respecting Of A Prompt And Coordinated Response To An Emergency)
29	<i>Emergency Management Organization (EMO)</i>	Consists of an Executive Standing Committee, a Municipal Emergency Management Organization Planning Committee, and a Municipal Emergency Management Co-ordinator. (MEP)
30	<i>Emergency Operations Centre (EOC)</i>	A designated facility established by an agency or jurisdiction to coordinate its overall response and support to an emergency. (NS EMO)
31	<i>Emergency Plan</i>	A plan that describes assigned responsibilities, actions and procedures required in the event of an emergency. (Termium)
32	<i>Emergency Public Information Manager (EPIM)</i>	An Emergency Public Information Officer in the Emergency Operation Centre who has overall control of the Emergency Public Information Team. (MEP)
33	<i>Emergency Public Information Officer (EPIO)</i>	The individual responsible for all official communication with the public and the media on behalf of the municipality. (MEP)
34	<i>Emergency Volunteer Centre (EVC)</i>	A centralized clearinghouse established to increase the capacity of communities to coordinate spontaneous volunteers during disaster response and recovery activities. An EVC can function in any of the following ways: walk-in center (sometimes referred to as a volunteer reception centre), a phone bank, an online process or a combination of two or more of these. (MEP)
35	<i>Emergent Volunteer</i>	see Spontaneous Volunteer
36	<i>EOC</i>	Emergency Operations Centre
37	<i>EPIM</i>	Emergency Public Information Manager
38	<i>EPIO</i>	Emergency Public Information Officer
39	<i>Essential Service</i>	A service or activity supplied to a mission critical service provider that is in support of the provision of a mission critical service. (MEP)
40	<i>Evacuation</i>	The planned and supervised movement of people, animals and/or materials from dangerous or potentially dangerous areas to a safe place. (Termium) May be voluntary or ordered.

41	<i>Evacuation Area</i>	The area designated in an evacuation tactical plan as the area to be evacuated during an emergency situation. (MEP)
42	<i>Evacuation Centre</i>	A location where evacuees are received, documented, personal needs are identified, and overnight shelter is provided. A type of emergency facility. In HRM, evacuation centres are operated by the Canadian Red Cross, under the direction of the provincial Department of Community Services. (MEP)
43	<i>Evacuation Order</i>	Population at risk is ordered to evacuate the area specified in a formal written order. It is an order and as such does not allow for any discretionary action on the part of the population at risk – they must leave the area immediately. A statement must be included in all bulletins, pamphlets, warnings and orders that makes it very clear to all that, while the evacuation order is in effect, the area in question will have controlled access and a pass may be required to regain access to the area. (Termium) An official communication authorized by the IC, or EOC if activated, instructing the public to evacuate their homes and businesses. The contents of an evacuation order are listed in Section 3 of the <i>Emergency Evacuation Plan</i> . (MEP)
44	<i>Evacuation Perimeter</i>	The defined border of an evacuation area. (MEP)
45	<i>Evacuation Personnel</i>	All personnel acting on behalf of the municipality to effect evacuation or recovery operations, whether municipal employees, members of external organizations or volunteers. (MEP)
46	<i>Evacuation Plan</i>	A supporting document for the emergency measures plan that is used to identify and organize the various responses aimed at evacuating persons exposed to a threat from an evacuation sector to a reception sector, while ensuring them a minimum of essential services on an emergency basis. (MEP)
47	<i>Evacuation Routes</i>	The routes authorized in an evacuation tactical plan for use in evacuating the population from an evacuation area. (MEP)
48	<i>EVC</i>	Emergency Volunteer Centre

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49	<i>Executive Authority</i>	The branch of government responsible for the implementation of policies and rules made by the legislature. This includes as its members the leader of the government and colleagues, the political bureaucracy, whether permanent or politically appointed, and the enforcement agencies such as the police and armed forces. (Termium) It is this authority under which a State of Local Emergency, among other measures, may be declared.
50	<i>Executive Standing Committee</i>	The principle role of the Executive Standing Committee is to fulfil the self-governance functions of Regional Council including but not limited to Emergency Management. Composition is the Mayor and up to eight members of Regional Council. It acts as the Emergency Management Advisory Committee of Council. (MEP)
51	<i>Exercise</i>	A simulated scenario in which an organization practices its response activities to test its emergency plan. (Termium)
52	<i>General Service</i>	Any municipal service that is not mission critical or essential. (MEP)
53	<i>Geospatial Information System (GIS)</i>	(A system to manage information) of or related to any entity whose position is referenced to the Earth. (Termium)
54	<i>GIS</i>	Geospatial Information System
55	<i>HRM</i>	Halifax Regional Municipality
56	<i>Hazard</i>	A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. (Termium)
57	<i>Hazardous Materials</i>	A product, substance or organism that is classified under the Transportation of Dangerous Goods Act, 1992 and that is considered to be dangerous to life, health, property or the environment when handled or transported. (Termium)
58	<i>IC</i>	Incident Commander
59	<i>ICP</i>	Incident Command Post
60	<i>Incident Command Post (ICP)</i>	The location at which the primary command functions are executed. The ICP may be collocated

		with the incident base or other incident facilities. (NS EMO)
61	<i>Incident Commander (IC)</i>	The individual responsible for the management of all incident operations at the incident site. (NS EMO)
62	<i>Incident Site</i>	The location where an incident or other emergency situation occurs and where emergency response operations are conducted. (Termium)
63	<i>Information Centre</i>	Organization, independent or dependent of an institution, whose task is to collect, manage and make available to users information related to a given area. (Termium) A location where members of the affected public can congregate and where major announcements are made, before notifications to media have occurred. (MEP)
64	<i>Issue</i>	One or more observations that have been collected and collated. Part of the LL system.
65	<i>JEM Team</i>	A Halifax EMO community-based and focused organization that prepares for and responds in support of a wide range of emergencies. (MEP)
66	<i>JEM</i>	Joint Emergency Management Team
67	<i>JEM Support Centre (JSC)</i>	Facility for a Joint Emergency Management Team to carry out planning and coordination functions. (MEP)
68	<i>JSC</i>	JEM Support Centre
69	<i>Lesson</i>	Lessons-identified which have been prioritized and been endorsed by the change authority. Part of the LL system.
70	<i>Lesson Identified</i>	Issues for which action has been developed and an action body to carry out the action has been proposed. Part of the LL system.
71	<i>Lesson Learned (LL)</i>	Lessons for which action has been taken, and which have been confirmed and validated. Results from the implementation of action that produced an improved performance or increased capability. Part of the LL system.
72	<i>Lessons Learned (LL) System</i>	A knowledge management process intended to enhance capabilities through discovery, knowledge development, sharing, and implementation of lessons

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		from operations, events, exercises, training and other activities.
73	<i>LL</i>	Lessons-Learned
74	<i>Media Centre</i>	A designated location or facility that serves as the focal point for media relations activities surrounding an emergency. (Termium)
75	<i>Media Centre Supervisor</i>	The person in charge of a media centre. (MEP)
76	<i>Media Monitor</i>	Person who monitors all formats of media information to determine the accuracy of the information being reported and how the information is being received. (MEP)
77	<i>MEP</i>	Municipal Emergency Plan
78	<i>Mission Critical Service</i>	A service provided by a municipal business unit whose disruption would result in life-threatening danger or extreme hardship to the citizens of HRM or to the corporation itself. (MEP)
79	<i>Mission Critical Service Provider</i>	A municipal business unit that has been charged with the responsibility of providing a mission critical service. (MEP)
80	<i>Multi-Agency Incident</i>	An incident where one or more agencies assist a jurisdictional agency or agencies. May be single or unified command. (NS EMO)
81	<i>Muster Points</i>	Locations designated for the gathering of evacuees for processing and transport out of an evacuation zone. (MEP)
82	<i>NGO</i>	Non-Government Organization
83	<i>Non-Ambulatory Persons</i>	Persons incapable of transporting themselves out of a property or evacuation zone due to illness, infirmity or injury. (MEP)
84	<i>Non-Governmental Organization (NGO)</i>	A non-profit organization that serves a public purpose, that is based on the interests of its members and that may work cooperatively with a government but is not created by one. (Termium)
85	<i>Notification</i>	Distributed information which requires no action. See also 'Alert.' (MEP)
86	<i>Observation</i>	A statement based on something someone has seen, heard, or noticed, during an incident, event or routine

		activity, which may need attention for remedial action or institution as a good/best practice. Part of the LL system.
87	<i>Post-Evacuation Reporting</i>	The series of reports filed after each evacuation for the purpose of keeping accurate records of evacuation operations, and continually improving the evacuation procedures. (MEP)
88	<i>Public Alert</i>	A time-sensitive notification informing recipients that an event possibly causing significant harm or damage is imminent or likely to occur. (Termium)
89	<i>Public Inquiry Centre Supervisor</i>	The person in charge of a public inquiry centre. (MEP)
90	<i>Public Inquiry Centre</i>	A public call centre which provides information and advice to those affected in any way by the emergency event. (MEP)
91	<i>Re-Entry</i>	The operations directed toward the return of evacuees to the evacuation zone. Re-entry begins with the re-entry decision, and ends when all evacuees have been returned to their homes and businesses, and all resources used during the evacuation have been returned to their pre-evacuation state. (MEP)
92	<i>Re-Entry Routes</i>	The routes suggested in the sector profile binders accompanying this plan, and subsequently authorized in a re-entry Tactical Plan for use in returning the population to an evacuation zone. Re-entry routes may or may not be the same as the evacuation routes used to remove the population. (MEP)
93	<i>Reception Centre</i>	A service facility where disaster or emergency evacuees are sent to receive basic health care, assistance for basic needs and information. (Termium) Operated by Canadian Red Cross where evacuees or otherwise displaced persons can go to register and receive advice on the provision of the five emergency social services. (MEP)
94	<i>Re-Entry Order</i>	An official communication authorized by the Incident Commander, or EOC if activated, instructing the public to return to their homes and businesses. (MEP)

101	<i>State of Emergency</i>	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)
102	<i>State of Local Emergency</i>	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 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)
103	<i>Volunteer</i>	Someone who willingly provides his/her services without receiving financial compensation. (MEP) A person who willingly carries out unpaid activities for an organization or a community group by giving of his or her time, service or skills. (Termium)
104	<i>Volunteer Reception Centre</i>	see Emergency Volunteer Centre
105	<i>Warning Order</i>	Preliminary notice of an order or action which is to follow. (Termium) An official communication authorized by the Incident Commander, or EOC if activated, warning the public of the possibility of an impending evacuation. (MEP)

Appendix “C” State of Local Emergency

AUTHORITY AND PROCEDURES

Authority

Halifax Regional Council / Mayor: when satisfied that an emergency exists or may exist in all or any area of the Halifax Regional Municipality, declare a state of local emergency in respect of the Halifax Regional Municipality or area thereof.

Procedures

Council:

1. Complete and sign form 4 “DECLARATION OF A STATE OF LOCAL EMERGENCY”
2. Forward a copy to the Minister responsible for the Emergency Measures Act.
3. Issue a media announcement on the declaration.
4. Issue an advisory to all groups in the Halifax Regional Municipality emergency organization on the declaration, and specifying the persons or committees authorized to exercise the associated powers.
5. Terminate or renew the state of local emergency, as required, in accordance with the Emergency Measures Act and the State of Emergency Regulations. *See forms 6 and 7.*

Mayor:

If the Council is unable to act promptly, the Mayor may exercise the above authority of the Council after consulting and completing form 5 “DECLARATION OF A STATE OF LOCAL EMERGENCY”, if it is practical to do so, with a majority of the members of the Emergency Measures Advisory Committee.

Renewal of STATE OF LOCAL EMERGENCY:

With the approval of the Minister, the Council may renew a state of local emergency by completing Form 6 attached to the State of Emergency Regulations.

Termination of STATE OF LOCAL EMERGENCY:

The Council may terminate a state of local emergency by completing Form 7 attached to the State of Emergency Regulations.

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Confirmation of Declarations:

A copy of a declaration signed under this Section shall immediately be delivered or faxed to the Minister and the Director.

Communication of Declaration:

Following the signature of a declaration under Section 9 of bylaw E100, the Council shall immediately cause the details of the declaration or termination to be communicated or published by such means as the Council considers the most likely to make the contents of the declaration or termination known to the people of the area affected.

Appendix "C": State of Local Emergency

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 or Warden

(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/Warden
Municipality of _____

Form 6

Renewal of a State of Local Emergency by Council of Municipality,

Mayor or Warden

(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

Position

(Authorized by Resolution No.

dated _____, 20____)

Minister's approval:

This renewal was approved by the Minister of Justice in accordance with subsection 20(2) of the *Emergency Management Act* on _____, 20____.

Form 7

Termination of a State of Local Emergency by Council of Municipality

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(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____)

Appendix “D” Lessons Learned

Lessons-Learned System Process

"What is characteristic of a perfect lessons-learned system? A perfect lessons-learned system is empty. It is empty because every lesson has been taken from the system and applied to reinforcement or changes in policy, doctrine, procedures, training, equipment, etc."

The lessons-learned process consists of five steps:

1. observations are collected and collated into issues;
2. issues are analyzed to confirm validity and possible action, and become lessons-identified;
3. lessons-identified are prioritized, endorsed by the change authority, and become lessons;
4. lessons are tasked to the appropriate unit for action; and
5. when confirmed and validated, lessons become lessons-learned.

There is a large number of topics to which observations can be made. To assist with the submission of observations by focusing observers' attention, a "critical topic list" will be developed by the Planning Section Chief early in an incident response, and prior to an event. The Emergency Management Coordinator (EMC) will also maintain a standing critical topics list as the basis for incident and event lists.

Observation collection can be passive or active. Passive collection involves observers independently originating observations and submitting them to someone assigned to collect them. Active collection involves interviews of, questionnaires to, etc., potential observers. The advantage of passive collection is that it allows for topics unforeseen by collectors. The advantage of active collection is that resources can be focused on important topics. Both methods cost effort and time, though at different points in the process. In either case, collection should be planned before being carried out. That planning is to be done by the lessons-learned contact of the lead business unit, or the Planning Section Chief, as appropriate. As a best practice, previous lessons-learned should be called forward as early as possible when planning for an incident or event.

Collection of observations will be initiated by the Incident Commander normally prior to the end of the incident or event. Usually, completion of collection will be the responsibility of the lead business unit for the incident or event. That unit is responsible to the Municipal Emergency Management Planning Committee for managing matters through to becoming lessons-learned.

The format for observations is three paragraphs:

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- a. title - short description identifying the observed matter;
- b. comments - background and the who/when/where/why of the occurrence that led to the observation; and
- c. recommendation(s) - which organization should do what by when.

During collation, an observation will be returned to the observer if it is considered solely within the purview of the observer's organization, or as insignificant or not relevant. An observation is deemed relevant when it is logically connected and tending to prove or support a matter.

During collation, similar observations are grouped with the intent of identifying systemic or wide ranging issues. However, a single significant observation can be an issue.

During analysis, issues are checked for accuracy of facts and assessments, possible further actions are identified, and the organization to take action is identified.

Lessons-identified are prioritized as:

- a. high - affects safety-of-life, or is required by law or regulation;
- b. medium - has a significant effect on operating effectiveness; or
- c. routine - to be actioned when resources allow.

The change authority for action is the chair of the Halifax Emergency Management Planning Committee. Regular reports listing new lessons and progress on validating lessons-learned are to be submitted to the committee by business units.

Indications that lessons have been learned include when they have been institutionalized in doctrine, plans, training, equipment holdings, or procedures, and have been proven through incidents, events, trials, or exercises.

Appendix “E” Business Unit Emergency Plans

All municipal business units will require a business continuity management plan and some business units will require also require a supporting emergency plan. Generally, business units that provide a public safety service as well as business units that provide essential services to public safety units in support of an emergency event would require a business unit emergency plan in addition to their business continuity plan.

As mentioned in the previous paragraph, business continuity planning is a separate function from the business unit emergency plan. The emergency plan is set up to define the emergency response structure for the business unit during a major incident affecting the municipality. Business unit emergency plans are written and formatted to support the Municipal Emergency Plan and will generally contain the following:

- a. business unit emergency management structure and organization, including internal authorities and responsibilities;
- b. statement of departmental emergency responsibilities as prescribed in the Municipal Emergency Plan, including support to the Emergency Operation Centre (EOC) ;
- c. procedures to describe and ensure the effective and efficient implementation of departmental responsibilities;
- d. alerting, recall and notification procedures as well as associated triggers for activation of all or part of the emergency plan;
- e. internal and external information management procedures;
- f. notification of next of kin procedures (may refer to the Line of Duty Death plan, if contained therein);
- g. emergency public information procedures;
- h. procedures to provide mission critical and/or essential services to the non-affected areas of H.R.M.;
- i. specialized skills and expertise available from among departmental staff, including but not limited to: languages, certified skills not used in regular position (e.g., scuba diving) or persons certified in first aid and/or CPR;
- j. critical incident stress management procedures; and
- k. an emergency plan and general exercise program.

All business unit emergency plans are to be formatted with accurate page numbering with an up to date table of contents.

Business unit emergency plans will be validated every three years by training and appropriate exercises.

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Appendix “F” Business Continuity Management

Purpose and Scope

A Business Continuity Management (BCM) Program establishes the basic principles and framework necessary to ensure emergency response, resumption and recovery, restoration and permanent recovery of the Halifax Regional Municipality’s (HRM) operations and business activities during a business interruption event.

Combined, corporate and individual strategies provide HRM priorities, guidance, and direction regarding how the department mitigates, prepares for, responds to and recovers from adverse events that threaten to disrupt normal business.

This program applies to all HRM staff, facilities and IT systems at all locations. The MEP is written as an “all-hazards” plan which means that the HRM shall be prepared for scenarios including, but not limited to, natural disaster, power outage, hardware/telecommunications failures, data corruption, explosives and chemical, biological and nuclear hazards. These events may be local in nature, rendering only a single municipal facility inaccessible, or could have regional impact, with multiple municipal facilities in a geographic region becoming inaccessible.

This program provides guidance for the resumption and recovery of time sensitive business operations in accordance with established timeframes as well as ensuring that adequate plans are in place for the less time sensitive business operations.

Business Unit Requirements

All business units in HRM are required to have a BCM plan. Similarly, each business unit is required to have a BCM lead.

All public safety business units are also required to have emergency plans. These are separate and distinct from their respective BCM plan.

BCM Service Levels

The requirement for a department and the municipality to resume clearly defined service levels in a timely manner should drive the business continuity planning and management process. These service levels are as follows;

1. Mission Critical Service:

A service provided by a municipal business unit whose disruption would result in life-threatening danger or extreme hardship to the citizens of HRM or to the corporation itself, or one that is legislated via the HRM Charter(restored within 24 hrs).

2. Essential Service:

A service or activity supplied to a mission critical service provider that is in support of the provision of a mission critical service (restored within 1-7 days).

3. General Service:

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Any municipal service that is not Mission Critical or Essential (ETR greater than 7 days).

Dependencies:

The reliance upon, directly or indirectly of an external agency(s) or service(s) upon a municipal activity or process (example: a telco services and the resulting dependency on them by a call center).

Interruption Impact Planning Factors

This list represents the potential organizational impact as a result of the interruption of municipal services. It is not intended to be exhaustive and should be amended and prioritized by each department to reflect the specific nature of their responsibilities.

- Loss of Power
- Loss of Water
- Loss of Telephony
- Loss of Information Technology
- Loss of Labour
- Loss of Facilities
- Loss of Vendors
- Loss of Transportation Routes

HRM Business Unit Offices that provide Mission Critical Services

According to the HRM BCM plan, the following business units / offices are determined to provide mission critical services;

- Governance
- HRM Police
- HRM Fire
- Integrated Emergency Services (IES)
- EMO (Planning and Response)
- HR Health Services
- Internal and External Communications
- Transportation and Public Works
- Transit
- Solid Waste Management
- Water / Waste Water

Roles and Responsibilities

Corporate Responsibilities

Halifax EMO is responsible to develop and maintain the municipal BCM Program to ensure a reasonable state of readiness to maintain mission critical and essential services. This program will allow the municipality to recover quickly from adverse incidents that impact its ability to provide these services.

Specifically Halifax is responsible to maintain the continuity of government in times of emergencies. This is by:

1. Develop a BCM Program to act as a planning tool during a response;
2. Provide awareness and education within HRM on the program’s content and activation procedures;
3. Periodically test the BCM program and practice the participants in the activation and use of the Program;
4. Revise the Program based upon changes within the municipality, business unit, services or the lessons learned from the program’s testing;
5. Coordinate BCM Program activities all the various municipal business units; and
6. Identify and communicate details of the BCM plan.

Business Unit Responsibilities

Each business unit has several responsibilities to ensure that the BCM Program at its level is maintained and ready for implementation. These include:

1. A listing of activities (including dependencies) specific to the unit mission critical and essential services that need to be restored as identified by the business unit;
2. Business resumption strategies for each of the identified mission critical and essential services;
3. A listing of business unit services by geographical location (geographical footprint) both within the municipality;
4. A contact list for business unit employees to provide for information and ongoing communication during an adverse event that impacts HRM during regular and after hour timeframes. As required, the business unit will develop a means of disseminating information to aid in the distribution of information among many employees in a timely manner;
5. Information and documentation to support the implementation of the municipality’s BCM plan. This includes the dissemination of information and documentation among the business unit’s management team with the expectation that it can be retrieved or accessed during the off hours and outside the office;
6. The appointment of a BCM representative to work with the BCM Working Group to represent and communicate the business unit BCM plan; and

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7. to post copies and updates of the BCM documents on the business unit's internal website.

Appendix “G” HRM EMO Volunteers

General

A **Volunteer** is someone who willingly provides his/her services without receiving financial compensation.

An **EMO volunteer** is:

1. A current member of an EMO affiliated volunteer organization, including but not limited to Joint Emergency Management Teams, Amateur Radio and the Auxiliary Telecommunications Service; or
2. An HRM employee who assists EMO in times of an emergency outside of their routine or expected hours of work (i.e., during days off).

An **affiliated volunteer** is one who is affiliated with either a governmental agency or NGO and who has been trained for a specific role or function in disaster relief or response during the preparedness phase. Examples of affiliated volunteer may include but are not limited to GSAR teams, Red Cross, Amateur Radio clubs, St. John Ambulance, etc. While spontaneous volunteers may bring needed skills and resources, affiliated volunteers will most likely be used before a spontaneous volunteer.

Anyone volunteering who does not fall within one of the above categories would be considered an **emergent volunteer**. An emergent volunteer is an individual who is not initially affiliated with a response or relief agency or pre-registered with any other organization. However, they may possess training, skills and experience that can be useful in the relief effort.

Joint Emergency Management (JEM) Teams

Role of the JEM Program

The role of the program is to bring together citizens, municipal business units and governmental agencies from the local community level to work together under the HRM EMO banner to prepare for and respond to any emergency situation as well as to coordinate resource needs with the rest of the municipality.

Concept of Operations

The concept of operations of the JEM program is to involve local agencies and people from community groups within HRM, to participate in emergency planning and response from an EMO perspective. The JEM program does not interfere with the roles and responsibilities of existing emergency first response agencies, but rather can complement their efforts.

In an **emergency preparedness** function, the JEM concept allows local agencies and business units to become known to team members in advance of an eventual but unknown peril. This may entail exercises, reviewing and updating of evacuation profiles, and similar activities. In addition, team members can also coordinate and provide **public education** sessions for local residents, speaking to many topics including but not limited to personal preparedness.

During and after an emergency event, the JEM team can participate in coordinating humanitarian efforts for affected populations. This coordination will involve JEM team member agencies and can extend to humanitarian agencies that are not part of the JEM but wish to offer assistance. This humanitarian piece may include but is not limited to **comfort centre management**.

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The JEM team can also perform a support role to the local first response agencies by offering a trained, localized team of persons that can be used to mobilize additional resources and other logistical needs that the emergency site may require. This can include but is not limited to providing a *JEM Support Centre*.

Lastly, the JEM may be the link between the local community and EMO, thus allowing for a more efficient use of neighborhood, community and municipal resources. Linkages in the community will include establishing and maintaining groups of community volunteers to provide localized community updates. This network is known as the *community status reporter (CSR) function*.

JEM teams are comprised of multiple communities and will follow existing community boundaries so as to not subdivide neighbourhoods.

JEM Structure

An objective for JEM teams is to have a healthy cross-section of community volunteers, agencies and service groups from the local area. Member agencies for a JEM team will normally come from HRM business units and outside agencies that have offices in the coverage area of the team. This also means that team members who are representing local agencies are also likely to live in, or close to the local community. The team has an open membership allowing participation from multiple levels of government, non-government organizations (NGO) and the private sector. This can include elected officials. Outside agencies that do not have offices or members in the coverage area can still participate in team planning and response. The advantage to having an open membership will be in the increased knowledge by the team of locally based agencies, their staffs and resource availabilities.

Each JEM team will have various groups of volunteers including but not limited to team members, CSRs, and support staff. Within the JEM team, there will be the following positions: chair, vice-chair, and secretary. When needed, there can also be coordinators to manage specific activities to allow for work-load distribution and span of control (i.e. CityWatch coordinator, CSR coordinator, etc.). All JEM teams shall have a chair however if other positions cannot be filled, the responsibility comes to the chair to ensure that key tasks and functions are still accomplished.

The chair, vice-chair, and secretary positions will make up the local JEM Executive. Each JEM team shall be represented at a body referred to as the JEM Council. The JEM Council, under EMO, provides administrative guidance, coordination, and planning for the entire JEM organization and its programs and does not have any operational responsibilities.

Relationship with EMO

A JEM team is comprised from within the community(s), for the community(s), and managed by the community(s). The JEM team provides local community emergency planning and response in conjunction with, and under the auspices of, EMO. The HRM Emergency Management Coordinator, or designate is an advisor to the JEM organization, but will not hold any position within the team.

EMO will arrange adequate insurance for JEM members when activated. Although a goal of EMO is for the JEM teams to function autonomously, EMO shall be the final authority of the JEM program and any related matter to ensure that it is in the best interest of the municipality and its citizens.

Relationship with community first responders

The community first response agencies may be members of the JEM, but it must be understood that the JEM will always act in support of the first responders. The community’s first response agencies may assist this by participating in the regular meetings of the JEM. The JEM will not attend an emergency site unless requested to by the Incident Commander, or EMO. The JEM can provide a logistical service to the emergency site if requested.

JEM Support Center

A JEM team may establish a JEM Support Center (JSC) at their local level to coordinate its activities in an emergency. JSCs are activated in support of an emergency incident and will support the incident response. In a major event when the EOC is operational, the JSC may be activated in order for EMO and the JEM team to coordinate resource needs to and from the community. EMO will provide training for JEM members and will assist with JSC provisions. Where possible, EMO will provide radio communications and at least one telephone line and internet access.

Role in an Emergency Incident

The JEM team is primarily made up of organizations located within the community as well as community members at large. When an incident occurs, the response agencies have existing first and second response procedures and protocols. The JEM team’s principal role will be to support these agencies and the municipality as required.

JEM Team Activation

JEM teams are usually activated using HRM’s mass notification system (MNS) that will make outgoing notifications to select contact lists. The JEM team will create and maintain appropriate MNS lists that can be utilized in normal day-to-day events as well as in emergencies. The JEM team structure should have one position that is tasked to develop and maintain these lists as well as coordinating this information with EMO or the MNS Administrator.

In some occurrences, a member of the local JEM team executive may be notified by EMO who will then in turn respond or activate the rest of the local team as directed / required.

Community Status Reporters

An element of a JEM team, Community Status Reporters (CSR) are volunteers who provide situational awareness and updates from their respective communities and neighbourhoods from the comfort and security of their homes.

CSRs are activated by the local JEM team using MNS, and are instructed as to the particulars of the emergency and how to relay information back to the local JEM. The JEM team will then compile all situational reports received and communicate them to EMO as required.

Roles between Incidents

JEM teams play an active role in a community’s emergency preparedness. There are five core responsibilities that the JEM teams will provide within their communities. They include comfort shelter management, CSR coordination, emergency planning, JSC coordination, and public education. The JEM team can also assist with the maintenance of the EMO community evacuation profile for the neighbourhoods contained in the local JEM coverage area. The JEM can also be expected to liaise periodically with members of first response and other community agencies and support EMO training as well as participate in EMO exercises. The JEM team will meet on a regular basis to collect and distribute information, discuss matters related to the five core responsibilities, and to ensure the needs of the local JEM team are being managed and met.

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Liability

EMO will provide liability and accident insurance for JEM team members that do not have existing insurance in place as part of a responding agency. In order for this insurance to be valid, the following must be adhered to:

- (1) only EMO activated responses are covered under EMO insurance;
- (2) an attendance list is to be completed and submitted to EMO for all JEM team volunteers involved in an emergency event; and
- (3) volunteers are only performing duties for which they have been properly trained.

HRM EMO Auxiliary Telecommunications Service

The purpose of an auxiliary telecommunications service (ATS) is to provide the Halifax Emergency Management Office with a trained cadre of telecommunications operators in support of, or to augment telecommunications systems normally used by responding agencies when regular systems become damaged or overloaded by an emergency incident or a disaster.

The ATS will train volunteers to handle important message traffic in a uniform and professional manner and will develop and participate in telecommunications exercises, in order to enhance operator skills, as well as, to test redundant systems. The ATS will establish a call-out system to rapidly deploy telecommunications support assets when activated by EMO.

As part of its overall mandate, the ATS will maintain, test and utilize parallel telecommunications systems that can be used in the support of Joint Emergency Management teams (JEM) sites and Comfort Centres. These telecommunication systems will also be capable of providing or augmenting telecommunications at an incident, or other emergency sites as directed.

Although existing telecommunications systems operated by first responders are very robust, there exists the possibility that severe atmospheric or weather related incidents could render all or part of those systems inoperable. Depending on where the incident occurs, cellular sites may be subject to severe overloading as may be the case for the Trunked Mobile Radio System. In such circumstances the municipality could call upon the Auxiliary Telecommunications Service to provide supplementary support until repairs to those infrastructures could be effected.

Emergent Volunteers Plan

General

Volunteers represent a potential resource to a community affected by a disaster, whether of natural or man-made origin. However, volunteers who respond spontaneously and without appropriate training and qualifications can easily overwhelm the capabilities of local government and other agencies. With a system in place for receiving and referring spontaneous volunteers, local government agencies and relief organizations can capture this valuable resource and thus provide more efficient and cost-effective service to the community.

This plan establishes an organizational structure and process by which the municipality can access and manage emergent volunteers for disaster response, relief and recovery efforts. When managed appropriately, emergent volunteers provide valuable and cost-effective resources to the municipality.

Goals

The goals of this emergent volunteer management plan are:

- a. To augment, as a supporting appendix, the municipal emergency plan;
- b. To enhance resources available to the jurisdiction and the community-at-large for disaster response and recovery through the involvement of volunteers;
- c. To establish a means by which volunteers and service program members can contribute their time and talents following a disaster;
- d. To encourage partnerships among governmental agencies and non-governmental organizations for the most effective community-wide approach to disaster volunteer coordination; and
- e. To ensure that implementation of the emergent volunteer plan is in accordance with principles and practices as described in the municipal emergency plan.

Scope

This emergent volunteer plan is designed for use by the municipality during the response and recovery phases of emergency management for all hazards. The jurisdiction may take complete responsibility for activating and implementing this appendix or it can share responsibility with a volunteer centre or other non-governmental organization (NGO). The emergent volunteer plan focuses on the mobilization, coordination and referral of emergent volunteers. Additionally, it addresses other related issues, such as the recruitment and management of affiliated volunteers.

Planning Assumptions

During a disaster/emergency, that requires activation of this plan, the following considerations may affect the municipality’s response:

- a. The municipality may delegate some of its volunteer coordination responsibilities to a volunteer centre or other organization through its MEP or through the action planning process during response and recovery operations;
- b. Service program members and affiliated volunteers that have pre-disaster training and are affiliated with a government agency or NGO such as the Red Cross will report to their respective agency or organization at the time of a disaster as previously arranged;
- c. The first priority in an emergency or disaster is to utilize volunteers that are affiliated with the municipality;
- d. All unaffiliated volunteers and unaffiliated service program members will be considered and processed as emergent volunteers;
- e. The municipality is responsible for interviewing, screening, registering, training and the safe supervision of any volunteers that it involves in its own disaster operations. This is for the protection of both the volunteer and the jurisdiction; and
- f. Likewise, NGOs and other local organizations that involve volunteers in their own operations are responsible for interviewing, screening, registering, training and the safe supervision of those volunteers.

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