

Clarington

**Emergency
Plan**

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Emergency Plan Structure

Clarington Emergency Plan

- i.i The Emergency Plan is a comprehensive plan that includes the Nuclear Plan and Emergency Operational Centre Procedures.
- i.ii The Emergency Plan prescribes the planning and operational procedures for the Emergency Response Organization. The structure and responsibilities of this organization are explained in Chapter 4.
- i.iii The Emergency Plan is supported by common procedures relating to Notification, Operations Centres, Public Inquiry / Communications and Critical Infrastructure Listing. As with the Emergency Plan, these documents support the Emergency Management Program.

Forward

i General

- i.i The *Emergency Management & Civil Protection Act*, R.S.O. 1990, c.E.9 requires municipalities, ministers of the Crown and designated agencies, boards, commissions and other branches of government to develop and implement emergency management programs consisting of emergency plans, training programs and exercises, public education and any other elements prescribed by Regulation.
- i.ii The Emergency Plan prescribes the emergency organization and the response management to be implemented within Clarington. The Emergency Plan establishes a framework document for responding to any type of emergency and outlines the following:
 - i.ii.i Policy for emergency management;
 - i.ii.ii Emergency plans structure;
 - i.ii.iii Response strategies;
 - i.ii.iv Concept of operations; and
 - i.ii.v Roles and responsibilities.
- i.iii The Emergency Plan will be reviewed annually and updated from time to time as deemed necessary.

ii Emergency Plan

- ii.i The Emergency Plan was developed by the Community Emergency Management Coordinator under the authority of Municipal By-law 2018-010 and pursuant to the *Emergency Management & Civil Protection Act* R.S.O. 1990, c. E.9.
- ii.ii This Emergency Plan was developed as a risk specific plan addressing emergencies the Municipality of Clarington may be vulnerable too. It was designed to ensure the timely and efficient delivery of emergency response services and recovery operations within Clarington.
- ii.iii Municipal Departments and local agency stakeholders were consulted to assist in the development of this Plan.

Chapter 1 – Plan Introduction

1.1 Aim / Purpose of the Plan

- 1.1.1 The aim of the Emergency Plan is to prescribe the planning and operational requirements for the strategic management of an emergency directly or indirectly affecting the municipality.

1.2 Scope

- 1.2.1 The scope of this plan includes the actions to be taken by Municipal Emergency Control Group (MECG) in response to emergency situations that endanger public health, welfare and safety, the environment and property within the Municipality of Clarington and that require more than the routine response capability of the local emergency services.
- 1.2.2 The Emergency Plan may also be activated to support other Municipalities and the Province.

1.3 Legal Basis for the Plan

- 1.3.1 The *Emergency Management & Civil Protection Act*, R.S.O. 1990, c. E.9 and the Emergency Management By-law 2018-010 provides for the legal bases for the Emergency Plan.
- 1.3.2 The Emergency Plan conforms to Durham Region Emergency Master Plan.
- 1.3.3 Pursuant to Section 8 of the *EMCPA*, the Lieutenant Governor In Council (LGIC) shall formulate an emergency plan for nuclear facility emergencies. The Province is primarily responsible for the off-site effects and response to a nuclear emergency. In a nuclear emergency, therefore, the Province will take the leading role in managing off-site response. The Province, through the Provincial Emergency Operations Centre (PEOC), may issue operational directives or emergency orders.

1.4 Legal Powers and Liability

- 1.4.1 The Mayor as head of council or designated alternate may declare that an emergency exists within Clarington or in any part thereof and may take such action and make such orders as he or she considers necessary and are not contrary to law, to implement the Emergency Plan and to protect property, the health, safety and welfare of the inhabitants of the emergency area.

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- 1.4.2 The Mayor as head of council or the council may at any time declare that an emergency has terminated.
 - 1.4.3 All employees of Clarington are hereby authorized to take action to implement this Plan or departmental support plans where such action is considered necessary even though an emergency has not yet been formally declared.
 - 1.4.4 The Chief Administrative Officer or Community Emergency Management Coordinator may activate the MECCG where such action is considered necessary and before the official declaration of the emergency by the Mayor.
 - 1.4.5 The *Emergency Management & Civil Protection Act*, R.S.O. 1990, c. E.9, Subsection (11) provides that no action or other proceeding for damages lies, or shall be instituted against a member of council or an employee of the Municipality of Clarington for doing any act or neglecting to do any act in good faith in the implementation or intended implementation of an emergency plan or in connection with an emergency.
- 1.5 **Declaration of an Emergency**
- 1.5.1 The decision to declare an emergency will be made by the Mayor after consultation with the Chief Administrative Officer and the Community Emergency Management Coordinator, or more likely, once assembled at the Municipal Emergency Operations Centre and upon recommendation by the MECCG.
 - 1.5.2 The time of the declaration will be recorded and communicated along with the emergency declaration statement. The emergency declaration statement will be communicated (verbal and hardcopy - fax) to Emergency Management Ontario, Durham Emergency Management Office, Clarington departments and to the media.
 - 1.5.3 Once a provincial declaration of emergency has been made, the LGIC has the power to make emergency orders and may delegate these powers to a Minister or to the Commissioner of Emergency Management.
 - 1.5.4 See Annex B for the procedure for the “Declaration of the State of Emergency”.
 - 1.5.5 See Annex B for the “Declaration of the State of Emergency” form.

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1.6 Termination of an Emergency

- 1.6.1 The head of council or the council of a municipality may terminate an emergency at any time on recommendation of the MECG or the Regional Emergency Operations Centre.
- 1.6.2 The Premier of Ontario may at any time declare that a municipal emergency has terminated.
- 1.6.3 Upon terminating an emergency, the Mayor shall immediately inform the Emergency Management Ontario, Durham Emergency Management Office and Regional Municipal Emergency Operations Centre and all parties notified of the declaration of an emergency.
- 1.6.4 See Annex C for the procedure for the “Termination of the State of Emergency”.
- 1.6.5 See Annex C for the “Termination of the State of Emergency” form.

1.7 Plan Maintenance

- 1.7.1 The Community Emergency Management Coordinator is responsible for the implementation and administration of the Emergency Plan.
- 1.7.2 Each department tasked with responsibilities under this Plan will be responsible for developing their individual plans and standard operating procedures for their staff to address those assigned tasks.
- 1.7.3 All Departmental plans shall conform to the Emergency Plan and be reviewed annually.
- 1.7.4 All comments or suggestions relating to this plan shall be addressed to:

Community Emergency Management Coordinator
Clarington Emergency and Fire Services
2430 Highway 2 Bowmanville, ON
L1C 6C8
- 1.7.5 The Emergency Plan will be reviewed annually, revised and updated if required in coordination and consultation with those parties having responsibilities under this Plan, in accordance with generally accepted municipal emergency management practices/procedures.

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1.8 Plan Availability

- 1.8.1 Copies of the Emergency Plan will be issued in accordance with the distribution list.
- 1.8.2 Amendments will be issued by the Community Emergency Management Coordinator to copy holders listed in the distribution list.
- 1.8.3 Emergency Plan copy holders on the distribution list shall be responsible for inserting any new amendments and providing safekeeping of their copies.
- 1.8.4 Copies of the Master Plan will be distributed to the main branches of municipal libraries within Clarington for the information of the general public. A copy of this Plan is also available for reading or copying during normal business hours at Clarington Emergency & Fire Services Headquarters.
- 1.8.5 For security reasons, sections of this plan, in part or in whole, may be excluded from public availability.
- 1.8.6 See Annex D for the Emergency Plan Distribution List

Chapter 2 – Situation, Planning Principles and Assumption

2.1 General

- 2.1.1 This area of the Region has been subjected to blizzards, floods, major fires, hurricanes, tornados and hazardous material spills etc., over the last 50 years.
- 2.1.2 Many have caused varying degrees of economic losses and property damage.
- 2.1.3 The Emergency Plan, and any applicable risk specific and support plans may be activated for an emergency at the municipal level. This includes nuclear emergencies that have the potential for requiring resources beyond the normal level of the Municipality experiencing the emergency.
- 2.1.4 The success of implementing this Emergency Plan is dependent on the availability and the coordination of municipal resources, including personnel and their ability to procure additional resources at that particular time.

2.2 Situation

- 2.2.1 This section of the Emergency Plan characterizes the realistic planning environment and that information is to be treated as fact rather than assumptions.
- 2.2.2 The Municipality has primary responsibility for response in emergency/disaster situations within the community. All available resources will be committed to save lives and minimize injury to persons, damage to property and infrastructure. Emergency operations are initiated wherever most appropriate for a rapid response to the situation.
- 2.2.3 The Community Emergency Management Coordinator is responsible and accountable for the development, implementation and maintenance of the local municipal emergency management program as prescribed in the *Emergency Management & Civil Protection Act*, R.S.O, 1990, c. E.9.
- 2.2.4 The Community Emergency Management Coordinator reports to the Municipal Emergency Operations Centre during an emergency to provide advice and guidance to the Municipal Emergency Control Group

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(MECG) respecting all facets of the emergency management program. The Community Emergency Management Coordinator will delegate his Fire Chief responsibilities to another Chief Officer.

- 2.2.5 The Municipality emergency management structure includes a management group called the MECG. The MECG manages emergencies from a Municipal Emergency Operations Centre facility. The emergency management structure is dependant of the Municipal structure. Refer to Figure 1, Chapter 4.
- 2.2.6 Elected officials of the Municipality are aware of the possible occurrence of emergencies/disasters. The Municipal Chief Administrative Officer will ensure that elected officials are aware of their responsibilities under this Emergency Plan and will fulfill their duties as required.
- 2.2.7 The Municipal Emergency Operations Centre is the primary location from which Municipal emergency management operations are conducted under the overall direction of the Chief Administrative Officer. The Municipal Emergency Operations Centre is located at 3333 Regional Highway 2, Newcastle.
- 2.2.8 The alternate Municipal Emergency Operations Centre is located at 40 Temperance St., Bowmanville.
- 2.2.9 Emergency and Fire Services is responsible for the initial notification of the MECG and supporting agencies.
- 2.2.10 Operational readiness of the Municipal Emergency Operations Centre is the responsibility of Community Emergency Management Coordinator.
- 2.2.11 Business Cycle Meetings will be conducted during Municipal Emergency Operations Centre operations as often as required, based on the operational requirements and at the discretion of the Chief Administration Officer.
- 2.2.12 As appropriate, and through prearranged mutual assistance agreements, local and Regional municipalities, plus adjacent jurisdictions, provide assistance in emergency response and recovery capabilities if called upon.
- 2.2.13 The Municipality may exercise direction and control of their own resources, those outside resources assigned to them by the Regional Control Group, or resources secured through existing Mutual Aid / Automatic Aid Agreements with other municipalities, cities or regions.

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- 2.2.14 Provincial or federal aid will be coordinated through the Regional Control Group if required.
- 2.2.15 The Mayor has an executive authority in Clarington for natural or human-caused disasters.
- 2.2.16 Emergency operations and coordination at all levels of government will be carried out according to standard operational policies, guidelines and industry best practices.

2.3 Planning Principles

- 2.3.1 During any real emergency, the emergency event will be handled using best practices and solid emergency planning principles. Emergency planning principles include:
 - 2.3.1.1 Applying systematic notification procedures for recalling all required emergency response personnel with responsibilities under the Emergency Plan;
 - 2.3.1.2 Developing emergency plans based on clearly assigned responsibilities and accountabilities for specific components and procedures;
 - 2.3.1.3 Developing clearly laid out emergency checklists for emergency response personnel to effectively implement the Emergency Plan or implementing procedures;
 - 2.3.1.4 Applying systematic procedures by which to initiate and undertake resident evacuations in an organized and effective manner, independent of time of day or time of year;
 - 2.3.1.5 Developing an emergency plan that incorporates the coordination of general response capabilities, dealing with community health effects and community recovery efforts;
 - 2.3.1.6 Developing an emergency plan that incorporates coordination with the local media to maintain an information flow to the general public and stakeholders;
 - 2.3.1.7 Developing municipal or agency plans that incorporates regular testing to provide reasonable assurance that the emergency procedures contained in the plan are effective and in good working order;
 - 2.3.1.8 Developing municipal or agency plans that takes into account staff and general populations with special needs or

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disabilities including methods of transportation, personal accompaniment and medication if required;

- 2.3.1.9 Developing municipal or agency plans, which, for reasons of risk management, includes a degree of built in redundancy (i.e. designated alternates for key staff, alternate operations centres, etc.);
- 2.3.1.10 Developing municipal or agency plans that incorporate a provision for accommodation and care through the provision of basic necessities to displaced persons, a plan to assist persons with family reunification/information and a plan to assist residents with their return home; and
- 2.3.1.11 Developing municipal or agency plans that incorporate a provision for personal monitoring for hazardous materials/radiation contamination.

2.4 Planning Assumptions

- 2.4.1 For the purpose of this Emergency Plan, the following assumptions were made:
 - 2.4.1.1 The Municipality will respond to and will be in charge of emergencies (excluding nuclear) within the boundaries of Clarington and may request support from Durham Region.
 - 2.4.1.2 If the Municipality is overwhelmed by the emergency, upon consultation with the Regional Chair, a Regional emergency may be declared.
 - 2.4.1.3 The Municipality will commit all available resources to save lives and minimize injury and damage to property and infrastructure. Emergency operations are initiated whenever most appropriate for a rapid response to the situation.
- 2.4.2 Many emergencies/disasters can occur with little or no warning allowing little time for preparedness management.
- 2.4.3 The Community Emergency Management Coordinator will execute his/her assigned responsibilities under this Plan and the *Emergency Management & Civil Protection Act*, R.S.O., 1990, c. E.9.
- 2.4.4 All Municipal and agency emergency preparedness planning and coordination will be compatible with the policies and procedures of Regional plans, the *Emergency Management & Civil Protection Act*, R.S.O., 1990, c. E.9.

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- 2.4.5 In support of this Emergency Plan, the primary and supporting agencies of each emergency support function have developed emergency operating procedures for their own staff.
- 2.4.6 Local emergency response personnel could experience damage or loss to their homes and personal property and could themselves be the victims of a disaster.
- 2.4.7 Citizens and response organizations from other cities and provinces may send available resources in response to the disaster if requested and as conditions allow.
- 2.4.8 Existing Municipal plans that provide additional resources, prearranged agreements or additional procedures, may be activated to support the emergency response effort.
- 2.4.9 While the probability of a nuclear emergency is very low, the consequences on the residents of Durham Region could be severe. Therefore, extensive detailed, planning must be undertaken at all levels.
- 2.4.10 The Region of Durham, if required, will support the Municipality of Clarington on such issues as emergency declarations or terminations, situation reports, media releases and the provision of public information during an emergency.

Durham Region By-Law 04-2004 established the Durham Region Emergency Management Coordinating Committee (DEMCC) to provide the Region with a higher level coordinating body to facilitate inter-departmental and municipal level cooperation regarding emergency management policy. The DEMCC is chaired by the Regional C.A.O. The Provincial Nuclear Emergency Response Plan (PNERP) requires that each designated municipality under the plan form a Nuclear Emergency Management Coordinating Committee. The DEMCC will consider nuclear emergency planning and preparedness as part of its mandate and thus will meet the obligations of the Provincial plan.

Chapter 3 – Hazard Analysis

3.1 Municipal Vulnerability

- 3.1.1 Clarington is a collection of communities covering an area of approximately 612 square kilometres with a current population of 97,100 residents with a projected population of approximately 102,000 over the next 2 years (2018). The majority of residents are located in the southern portion of the Municipality along Lake Ontario in the communities of Bowmanville, Courtice and Newcastle, along with the major rail, road transportation, pipeline corridors and Darlington Nuclear Generating Station.
- 3.1.2 Hazard Identification and Risk Assessment imply hazards that have a potential in Clarington are summarized as follows:
 - 3.1.2.1 Weather emergencies;
 - 3.1.2.2 Hazardous materials leaks or spills; and
 - 3.1.2.3 Mass Casualty emergencies
- 3.1.3 See Annex E for Hazard Identification and Risk Assessment
- 3.1.4 A structured emergency management program is required and necessary as Clarington is vulnerable to hazards in each of the following categories:
 - 3.1.4.1 Natural Emergencies: those related to naturally occurring elements and conditions including but not limited to forest fires, floods, severe weather, ice and snow storms;
 - 3.1.4.2 Human-Caused Emergencies: are a result from direct human action or inaction, either intentional or unintentional. This includes hazards that arise from civil disorder, cyber attack, sabotage, special event, and terrorism/CBRNE
 - 3.1.4.3 Technological Emergencies: those that are accidental and include chemical spills, explosions or leaks, train derailments, plane crashes, public transit crashes, multi-car pileups and power outages. Technological emergencies can affect critical infrastructure, computer technology, telecommunications and other IT issues

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- 3.1.5 The Emergency Plan along with its supporting plans was developed as a risk specific plan for Clarington and is based on a Hazard Identification and Risk Assessment report.
- 3.1.6 The Darlington Nuclear Generating Station is covered under the Provincial Nuclear Emergency Response Plan and is supported by the Durham Region Nuclear Emergency Plan.
- 3.1.7 The Darlington Nuclear Generating Station is assessed to have a low probability for accident but should a severe accident occur the potential consequences could be high.

3.2 Critical Infrastructure

- 3.2.1 Critical infrastructure defined: “Critical infrastructure is the interdependent, interactive, interconnected networks of institutions, services, systems, and processes that meet vital human needs, sustain the economy, protect public safety and security and maintain continuity of and confidence in government.”
- 3.2.2 In other words, critical infrastructure is the basic structural foundation of a society or an enterprise. It is the assets or systems that, if disrupted or destroyed, could have a critical impact on health, safety, security, and the economic well-being of citizens or could adversely affect the functioning of government.
- 3.2.3 Emergency Management Ontario requires that every community identify its Critical Infrastructure to meet the Essential Level Standard of the Community Emergency Management Program under the *Emergency Management Act*, R.S.O., 1990, c. E.9, Section 2.1 (1).
- 3.2.4 The identification of critical and essential facilities, equipment and systems is a key step toward the protection and preservation of public health and safety, the local economy and the continuity of government at all levels.
- 3.2.5 Nine broad sectors of critical infrastructure are identified by Emergency Management Ontario to help define the type of infrastructure. With some government services being provided by the Region, Clarington may not have critical infrastructure in all categories.
- 3.2.6 The nine sectors identified are as follows:
 - 3.2.6.1 Sector 1: Food and Water;

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- 3.2.6.2 Sector 2: Electricity;
 - 3.2.6.3 Sector 3: Telecommunications;
 - 3.2.6.4 Sector 4: Financial Institutions;
 - 3.2.6.5 Sector 5: Gas and Oil;
 - 3.2.6.6 Sector 6: Transportation;
 - 3.2.6.7 Sector 7: Continuity of Government Services;
 - 3.2.6.8 Sector 8: Public Safety and Security; and
 - 3.2.6.9 Sector 9: Health System.
- 3.2.7 Each of the broad sectors of the critical infrastructures identified above must be prioritized in Clarington progressing from Level 1 (the most critical) to Level 3 (being the least critical).
- 3.2.8 It is the responsibility of the Municipality of Clarington to designate the public and private infrastructure that is critical to maintaining the operations within Clarington.
- 3.2.9 The Community Emergency Management Coordinator has developed a list of critical infrastructures for Clarington that is deemed confidential and will not be published for security reasons. The information will be shared with Emergency Management Ontario and other emergency planners on a need to know basis. Critical infrastructure within Clarington includes:
- 3.2.9.1 Municipal government buildings;
 - 3.2.9.2 Works operations facilities;
 - 3.2.9.3 Emergency services facilities and operations;
 - 3.2.9.4 Emergency management facilities;
 - 3.2.9.5 Hydro facilities;
 - 3.2.9.6 Communications facilities;
 - 3.2.9.7 Roadways; and
 - 3.2.9.8 Other.
- 3.2.10 See Annex F for the Critical Infrastructure List

3.3 Existing Hazards

3.3.1 Clarington is vulnerable to a wide range of emergency situations. Normally the frequency of a particular hazard is inversely proportional to its magnitude. As a result, large-scale devastating emergencies occur very rarely. Clarington has a significant number of situations that present hazards to residents on a daily basis. All hazards have been identified relative to risk. These existing hazards include but are not limited to:

- 3.3.1.1 Road Transportation – high volumes of traffic carrying significant volumes of dangerous goods through Durham Region on a daily basis;
- 3.3.1.2 Rail Transportation – carrying large volumes of hazardous materials/dangerous goods through Durham Region on a daily basis;
- 3.3.1.3 Commodity Pipelines – transverse the Region carrying large volumes of gas and oil products;
- 3.3.1.4 Major Heavy Industry – use, handle, store and transport large quantities of dangerous goods;
- 3.3.1.5 Nuclear Generating Station – pose potential risks of accidental radiation release from equipment failure or emergencies resulting from terrorist activities;
- 3.3.1.6 Flood Prone Areas – flood plains, flood damage centres pose potential risks;
- 3.3.1.7 Air Transportation – daily commercial and business flights from and to Oshawa Airport. Clarington is on the flight path to Pearson Airport.
- 3.3.1.8 Marine Transportation – docks at St. Mary's Cement along with Port Darlington and Port of Newcastle provide for a high volume of marine traffic into Clarington; and
- 3.3.1.9 Weather – weather is always unpredictable and can create an emergency at any time.

3.4 Evolving Hazards

3.4.1 Clarington must also plan for and prepare for hazards that will increase in risk due to a number of reasons. Evolving hazards in Clarington include but are not limited to:

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- 3.4.1.1 Heavy industry expansion;
- 3.4.1.2 Highway 407 extension (increased transportation of dangerous goods);
- 3.4.1.3 Terrorist threats at nuclear stations, major industry, key government facilities or infrastructure;
- 3.4.1.4 Global warming increases risks for weather extremes;
- 3.4.1.5 Influenza pandemic;
- 3.4.1.6 Bio-terrorism;
- 3.4.1.7 Computer viruses;
- 3.4.1.8 Power outages; and
- 3.4.1.9 Potable water contamination.

3.5 Hazard Analysis Summary

- 3.5.1 The people, infrastructure and the environment of Clarington are vulnerable to a variety of natural and human-caused hazards based on historical records.
- 3.5.2 A recent hazard identification undertaken in Durham Region (Hazard Analysis and Risk Assessment, Stevenato & Associates, July 2002) lists the top 10 potential hazards to residents, businesses, environment and property ranked by risks that are “significant and abundant” within the Region. Due to the nature of the Region, these include the following:
 - 3.5.2.1 Blizzards;
 - 3.5.2.2 Fire: building and major fires;
 - 3.5.2.3 Train derailment;
 - 3.5.2.4 Hazardous materials spills (on route);
 - 3.5.2.5 Hazardous materials spills (on site);
 - 3.5.2.6 Cold weather extremes;
 - 3.5.2.7 Flash flooding;
 - 3.5.2.8 Toxic gas release (off site);

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- 3.5.2.9 High winds (70+ miles per hour); and
- 3.5.2.10 Heat wave/hot weather extremes.
- 3.5.3 This risk assessment study is one of the tools used in Clarington in assessing risk hazards and in developing an effective emergency management program. It is not, however, the definitive listing as to where all the hazards lie. As an example, nuclear emergencies are not on the top ten lists.
- 3.5.4 Although nuclear emergencies are extremely low in probability, the potential effects on the residents of Clarington would be severe. Hence, Clarington places a large emphasis on the planning for nuclear emergencies, making it an extremely high priority item.
- 3.5.5 The occurrence of a hazard can have vastly different impacts from those events that go unnoticed to those highly visible events reported in the media. The magnitude of the impact is dependent on a variety of factors and is mathematically calculated to provide what is called the “Impact Factor of a Hazard”.
- 3.5.6 With respect to hazard mitigation, survey respondents in Durham Region were asked to identify mitigative management tools considered most effective in addressing potential hazards. Respondents suggested that the five most effective mitigative management tools, in descending order of importance, are as follows:
 - 3.5.6.1 Coordination of emergency response;
 - 3.5.6.2 Crisis communication capacity;
 - 3.5.6.3 Emergency exercises and training;
 - 3.5.6.4 Emergency planning; and
 - 3.5.6.5 Emergency responder training.
- 3.5.7 The Hazard Analysis and Risk Assessment recommended that the focus of Clarington emergency planning be on the Municipal hazards noted and that these hazard issues be addressed when conducting the following operations:
 - 3.5.7.1 Designing emergency planning exercises (involve one or more hazards);

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- 3.5.7.2 Staff training (train for weather extremes, toxic spills, train derailments, etc.);
 - 3.5.7.3 Developing expertise with external agencies respecting arson, bomb threats, etc.;
 - 3.5.7.4 Purchasing/arranging specialty equipment and supplies (sandbags, spill control equipment, etc.);
 - 3.5.7.5 Defining and equipping evacuee centres;
 - 3.5.7.6 Upgrading communications and ensuring that backup communications are in place (ideally compatible with member municipalities);
 - 3.5.7.7 Purchasing/arranging for back-up generators;
 - 3.5.7.8 Providing public education programs (what to do in weather extremes or power outages);
 - 3.5.7.9 Media and public communications;
 - 3.5.7.10 Letters of agreement and/or coordination with external agencies such as CN/CP rail and/or large manufacturers or companies that warehouse large quantities of dangerous goods;
 - 3.5.7.11 Developing business continuity plans for critical regional services; and
 - 3.5.7.12 Coordinating GIS and other data collection systems so that the Region, agencies (e.g. Conservation Authorities) and local municipalities collect similar data in the same format.
- 3.5.8 Many of the above issues are already incorporated into the Clarington Emergency Management Program and will continue to be addressed on a priority basis.

3.6 Special Facilities / Populations

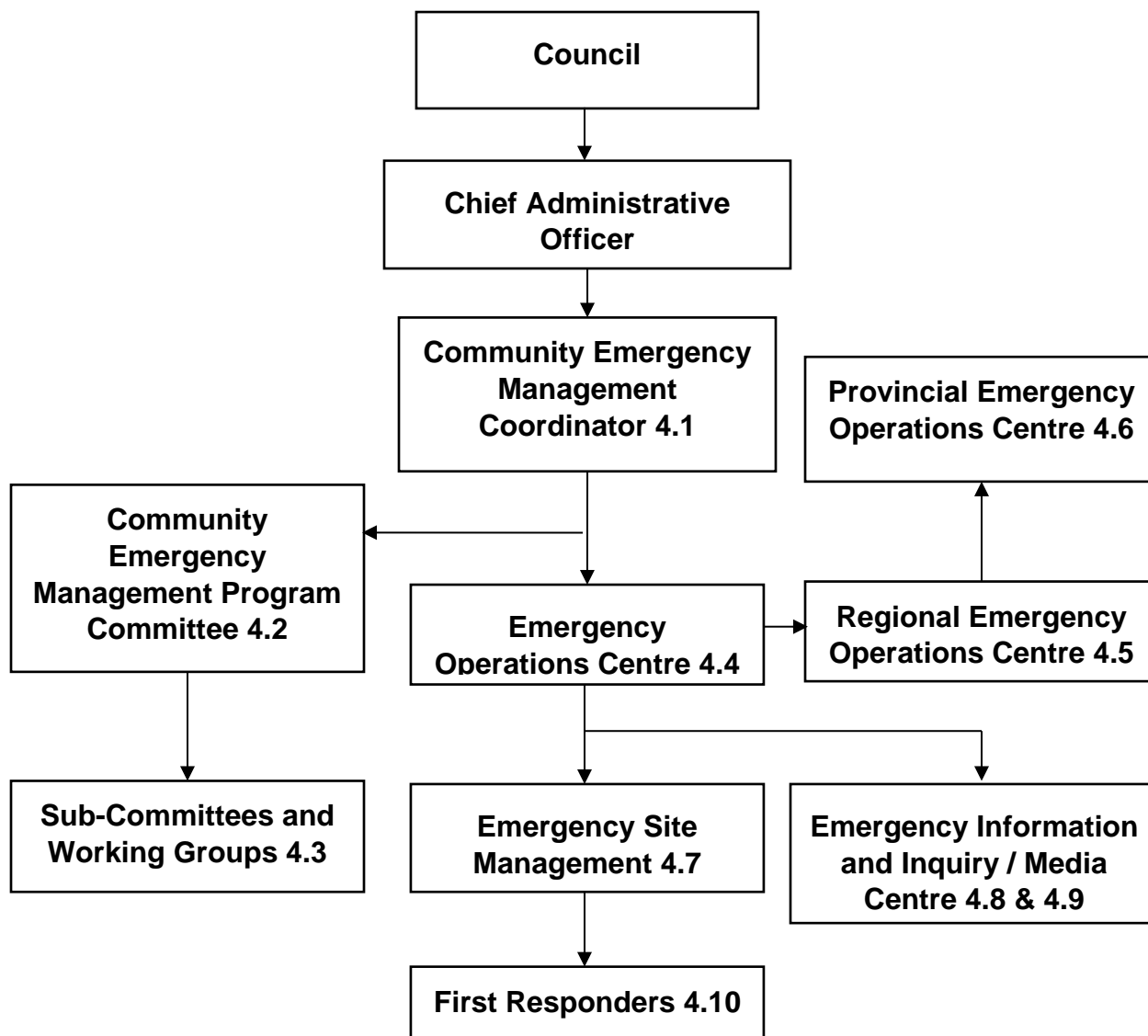
- 3.6.1 Durham Region is home to a number of special facilities / populations that need to be considered during any type of emergency event. Special facilities are those that would be, in effect, more vulnerable to the effects of given hazards than general facilities or the general population.
- 3.6.2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

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- 3.6.2.1 Hospitals;
 - 3.6.2.2 Childcare centres;
 - 3.6.2.3 Homes for the aged;
 - 3.6.2.4 Nursing homes;
 - 3.6.2.5 Public and secondary schools;
 - 3.6.2.6 Residential schools; and
 - 3.6.2.7 May require a significant amount of specialized transportation assistance in the event of an emergency, dependent on the time of day or time of year.
- 3.6.3 Special facilities and populations without transportation will be assisted with their transportation needs through the Durham Region Evacuation and Sheltering Plan
- 3.6.4 Special populations could include both non ambulatory or disabled persons within Durham Region.

Chapter 4 – Emergency Planning Structure and Response Organization

Figure 1 Emergency Planning Structure and Response Organization



4.1 Community Emergency Management Coordinator

4.1.1 The Community Emergency Management Coordinator is responsible for the development and implementation of the emergency management program consisting of emergency plans, training programs, exercises for Municipal employees and partner agencies, public education on risks to public safety and public preparedness for emergencies, and any other elements required as prescribed in the *Emergency Management & Civil Protection Act*, R.S.O., 1990, c. E.9. The Community

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Emergency Management Coordinator reports to the Chief Administrative Officer.

- 4.1.2 The Community Emergency Management Coordinator is also responsible on a day-to-day basis for the coordination of plans and procedures for Municipal departments.

4.2 **Emergency Management Program Committee**

- 4.2.1 The Emergency Management Program Committee is the management team that oversees the development, implementation and maintenance of a community's emergency management program. The persons from time to time holding the following positions in the Municipality, or their designates, shall be members of the Emergency Management Program Committee:

4.2.1.1 Community Emergency Management Co-ordinator (CEMC) and Alternate CEMCs

4.2.1.2 Director of Operations

4.2.1.3 Director of Engineering Services

4.2.1.4 Staff Sergeant, Durham Regional Police Services

4.2.1.5 A Member of Council, appointed by Council resolution

4.3 **Sub-Committees and Working Groups**

- 4.3.1 To develop specific aspects of the Essential Level and other standards as outlined in the Framework for Community Emergency Management Programs.

4.4 **Emergency Operations Centre**

- 4.4.1 The Emergency Operations Centre is situated at 3333 Regional Highway 2, Newcastle and is appropriately equipped to support emergencies.

4.4.2 When the Emergency Plan is activated, the Municipal Emergency Control Group (MECG) will be brought together to the Emergency Operations Centre.

4.4.3 See Annex G for Municipal Emergency Operations Centre Procedures.

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4.4.4 The Operations Officer will be responsible for coordinating, planning, administering, and managing operations related to the MECG.

4.5 Regional Emergency Operations Centre

4.5.1 The Regional Operations Centre is situated at the Durham Region Headquarters, 605 Rossland Rd. East in Whitby. Personnel in the Regional Emergency Operations Centre coordinate Regional and Provincial response efforts to emergencies and support municipalities.

4.6 Provincial Emergency Operations Centre

4.6.1 Emergency Management Ontario staffs the Provincial Emergency Operations Centre on a 24/7 basis and routinely monitors public safety in Ontario. The Provincial Emergency Operations Centre is maintained in a state of operational readiness for immediate activation when required. The Provincial Emergency Operations Centre is the focal point for managing a provincial response to a community emergency. The Provincial Emergency Operations Centre staff interacts with staff from Ministry Action Groups, Municipal and Regional Emergency Control Groups, Federal departments and nuclear facilities, among others.

4.6.2 The role of the Provincial Emergency Operations Centre is to support both Durham Region and the Municipal Control Groups.

4.6.3 Depending on the nature of the emergency, its duration and magnitude, employees from a number of Provincial ministries and Federal departments may be required to staff the Provincial Emergency Operations Centre to support a Provincial response.

4.7 Emergency Site Management

4.7.1 The MECG will assign the Fire Chief or designate as the Emergency Site Manager.

4.8 Emergency Information and Inquiry Centre

4.8.1 The Emergency Information and Inquiry Centre is located at Newcastle and District Recreation Complex, 1780 Rudell Rd., Newcastle. The Emergency Information and Inquiry Centre offers telephone and/or walk-in service and provides a location where citizens of Clarington, and any other interested persons, may obtain information about the emergency situation or response.

4.9 **Media Centre**

The Media Centre is located at 1780 Rudell Rd., Newcastle. All Clarington-sponsored media conferences and interviews will be conducted at this site or another site as determined by the Chief Administrative Officer or the Community Emergency Management Coordinator and relative to the emergency.

4.10 **First Responders**

4.10.1 Police, Fire, Ambulance personnel first to respond to an emergency.

4.11 **Municipal Emergency Control Group**

4.11.1 The Municipal Emergency Control Group is comprised of:

4.11.1.1 Mayor

4.11.1.2 Chief Administrative Officer:

4.11.1.3 Manager of Communications and Tourism

4.11.1.4 Municipal Solicitor

4.11.1.5 Director of Fire Emergency Services/CEMC

4.11.1.6 Municipal Clerk

4.11.1.7 Director of Corporate Services:

4.11.1.8 Manager of IT Services

4.11.1.9 Director of Finance

4.11.1.10 Director of Operations

4.11.1.11 Director of Community Services

4.11.1.12 Director of Planning

4.11.1.13 Director of Engineering

4.11.2 The MECG has the authority to make decisions on behalf of the Municipality. The overall responsibilities of the Municipal Control Group are as follows:

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- 4.11.2.1 Coordinating emergency actions;
 - 4.11.2.2 Set priorities;
 - 4.11.2.3 Providing resources to the emergency site(s);
 - 4.11.2.4 Providing essential services to the areas of the Municipality not affected by the emergency; and
 - 4.11.2.5 Coordinate recovery.
- 4.11.3 Specific responsibilities of the MECG are:
- 4.11.3.1 Assess the short, medium, and long-term emergency operating requirements for Clarington;
 - 4.11.3.2 Recommend declaring, extending, and terminating of a state of emergency;
 - 4.11.3.3 Make policy decisions;
 - Set operational priorities, assign resources, and issue instructions to departments;
 - Resolve inter-departmental or inter-organizational disputes; and
 - Ensure communications with all other levels of government, external agencies, and the public is coordinated.
- 4.11.4 Municipal Control Group members also have individual responsibilities.
- 4.11.5 See Annex H for “Specific Responsibilities of Members of the Municipal Control Group”.

Chapter 5 – Notification and Response

5.1 General

- 5.1.1 The Municipal Notification Procedure lays out a process to notify the Municipal Emergency Control Group (MECG) that an emergency response is necessary or has the potential to require their assistance. They are also advised of the current situation and any initial response actions taken or to be taken.
- 5.1.2 The MECG will take the lead role and can request assistance from the Regional Emergency Operations Centre. Appropriate Municipal staff will be notified either to report or be available if required.
- 5.1.3 The Emergency Site Manager is designated by the MECG. The Emergency Site Manager is supported by a department or first response agency Commander from the MECG.
- 5.1.4 Assistance with this emergency may require the activation of Mutual Aid, Mutual Assistance Agreements, etc., with other first response agencies, from neighboring Municipalities. The Province or Federal Government will provide additional support if necessary or provide full direction from the Provincial Emergency Operations Centre in the event of a nuclear emergency.

5.2 Municipal Notification Procedure

- 5.2.1 The Chief Officer on-call and CEMC will be notified by Fire Dispatch of a major incident.
- 5.2.2 After consultation with the Chief Administrative Officer the Chief Officer on-call will initiate notification of the MECG by activating the Alert Notification System.
- 5.2.3 See Annex I for the “Activation List”.
- 5.2.4 In the event that the designated person of each group is not reached the alternate person will be called.
- 5.2.5 Once notified of the emergency, designates/alternates will be responsible for contacting support staff identified within their individual departmental plans.
- 5.2.6 The following message will be utilized when contacting designates/alternates:

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5.2.6.1 Clarington Alert: A serious incident has occurred and the EOC has been activated. Please confirm that you can report to the EOC immediately.

5.2.7 The Chief Officer on-call/CEMC will contact the Durham Emergency Management Office Duty Officer and Durham Regional Police to confirm full activation of the MCEG.

5.3 Nuclear Notification Procedure

5.3.1 The Regional Municipality of Durham is a designated Municipality under the Provincial Nuclear Emergency Response Plan and is responsible for off-site response.

5.3.2 **Durham Region Nuclear Notification Procedures** – For nuclear emergencies, the Durham Emergency Management Office duty contact is the initial contact (24/7) for Durham Regional Police Service to initiate a regional, offsite response.

5.3.3 The Durham Emergency Management Office duty contact person is advised by Emergency Management Ontario of the offsite response requirements and then requests Durham Regional Police Service to notify the appropriate municipality of those response actions to be taken. In this “top-down” approach, the Durham Emergency Management Office duty contact initiates all offsite response requirements ordered by the Provincial Emergency Operations Centre.

5.3.4 The four Nuclear Notification Categories are defined by the Province in the Provincial Nuclear Emergency Response Plan and are listed with their definitions.

5.3.5 **Table 1 – Nuclear Notification Categories Table**

Classification	Definition
Reportable Event	An event affecting the reactor facility that would be of concern to off-site authorities responsible for public safety.
Abnormal Incident	An abnormal occurrence at the reactor facility which may have a significant cause, and/or may lead to more serious consequences.
On-Site Emergency	A serious malfunction which results or may result in an atmospheric release of radioactive material or is likely to result in a release at a later time.
General Emergency	An ongoing or imminent atmospheric release of radioactive material as a result of a more severe incident.

5.4 **Nuclear Response Actions**

5.4.1 For nuclear events, Durham Region uses the standardized types of offsite response for each nuclear emergency classification set by the Province under the Provincial Nuclear Emergency Response Plan. Response to a liquid emission event will be dealt with under the Regional Liquid Emission Response Plan and not the Provincial Nuclear Emergency Response Plan, unless it is combined with reactor-core damage.

5.4.2 **Table 2 – Response Actions – Nuclear Events Table**

Notification Category	Regional Response Levels
Reportable/Unusual Event	Routine Monitoring – Durham Emergency Management Office monitors situation from home or office and confirms communications arrangements with Provincial Emergency Operations Centre Duty Manager. Community Emergency Management Coordinator notified and kept updated.

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<p>Abnormal Incident/Alert</p>	<p>Enhanced Monitoring – Durham Emergency Management Office staff and Community Emergency Management Coordinator’s monitor situation from the Regional Emergency Operations Centre / Municipal Emergency Operations Centres. Durham Emergency Management Office to update the Municipal Emergency Operations Centres, and other Detailed Planning Zone municipalities.</p> <p>Durham Emergency Management Office to confirm communications arrangements with Provincial Emergency Operations Centre and Emergency Operation Centres and review emergency preparedness arrangements.</p>
<p>On-Site/Site Area Emergency (No ongoing or imminent release)</p>	<p>Activation (Partial) – Regional response notification to Durham Regional Police Service Communications, Central Ambulance Communications and all municipalities in both Detailed Planning Zones.</p> <p>Emergency plan activated and Emergency Operations Centre set-up.</p> <p>Regional Emergency Operations Centre and affected Emergency Operations Centres fully staffed. Regional Emergency Operations Centre / Emergency Operations Centres monitor media until Joint Information Centre/ Provincial Emergency Operations Centre is operational.</p>
<p>On-Site/Site Area Emergency (with ongoing or imminent release or a General Emergency)</p>	<p>Activation (Full) – Regional response notification to entire Regional Emergency Response Organization.</p> <p>Activate Public Alerting Plan for Ingestion Planning Zones.</p> <p>Set up and fully staff the Emergency Operations Centre, reception, evacuee, and emergency worker centres on a 24-hour basis. Activate the Regional Evacuation and Sheltering Plan.</p> <p>Declare a Municipal Emergency.</p>

- 5.4.3 In nuclear events, the PEOC Commander determines the offsite response. Regional nuclear responses are outlined above. More specific actions will be contained in detailed regional, departmental, or agency standard operating procedures.
- 5.4.4 The Fire Chief will be notified by Fire Dispatch of any reported nuclear notification categories.

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5.4.5 After consultation with the Chief Administrative Officer and the Mayor, the Fire Chief may initiate notification of the MECG by issuing an Alert to the MECG.

5.4.6 The following message will be utilized when contacting designates/alternates:

5.4.6.1 Clarington Alert: A serious incident has occurred and the EOC has been activated. Please confirm that you can report to the EOC immediately.

5.5 Containment Hold-Up Time Estimates

5.5.1 The timing of any release of radioactivity following an accident at a nuclear station depends on the characteristics of the accident as well as the containment system. The containment design for Darlington and Pickering NGS involves the use of a vacuum building to control any release of radioactive contaminants.

5.5.2 Over time, the vacuum will become depleted which will require a controlled, filtered discharge to the atmosphere. The normal procedure would be to vent through the filtered air discharge system shortly before the vacuum building reaches atmospheric pressure. For planning purposes the hold-up times for containment at the nuclear stations is as follows:

- Darlington NGS: 7 days
- Pickering NGS: 2 days

5.6 Evacuation Time Estimates

5.6.1 In 2018 Ontario Power Generation commissioned a U.S. company to conduct an evacuation time estimate for the Planning Zones around the Darlington and Pickering stations. The study took into account the mobilization time required by evacuees to make preparations prior to departing, the amount of voluntary evacuations of people when not ordered to do so, as well as shadow evacuations of people who live beyond the 10 km zones. Weather was also factored in.

5.6.2 The evacuation time estimates for planning purposes are shown below using 2016 census data:

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Darlington NGS	Evacuation Time Estimates
Automatic Action Zone (3 km zone)	5 hours and 15 minutes
Detailed Planning Zone (10 km zone)	5 hours and 25 minutes
All Planning Zones (to 20 km)	11 hours and 40 minutes

Pickering NGS	Evacuation Time Estimates
Automatic Action Zone (3 km zone)	5 hours and 50 minutes
Detailed Planning Zone (10 km zone)	7 hours
All Planning Zones (to 20 km)	14 hours and 40 minutes

The times shown above are estimates for the last vehicle to leave a zone and not an estimate of the travel time for all individuals.

5.7 Evacuation

- 5.7.1 All routes will be utilized for a declared evacuation zone. There are no designated routes out.

Shadow evacuations may occur spontaneously in areas contiguous to the Detailed Planning Zone and subsequently contribute to the Detailed Planning Zone evacuation time.

Families will want to reunite and evacuate together, if possible. The ability for families to unite will depend on the entry control measures put in place due to the severity of the accident and the timing of an emission. Evacuees unable to exit the affected area before a release occurs will be monitored for radioactive material and decontaminated. This includes personal belongings and vehicles. Personal monitoring will take place at a Nuclear Reception Centre or a Monitoring and Decontamination Unit.

It is assessed that the majority of evacuees will make their own arrangements for accommodation. Host municipalities will be designated to assist Durham Region with the reception and care of evacuees. The Ministry of Transportation is assigned the responsibility

for the transportation of people without vehicles out of the DPZ. Unified Transportation Management Plans (UTMPs) for nuclear and radiological emergency response and recovery are developed, maintained and implemented by the Ministry of Transportation.

- 5.7.2 Emergency plans of school boards with schools in the DPZ will detail the arrangements for the transportation of students and staff to pre-arranged temporary “holding” schools. If directed, evacuated students and staff may be required to go first to a monitoring and decontamination unit. Evacuated students are the responsibility of their respective Board until collected from the holding school by their parents/guardians.
- 5.7.3 Emergency plans for hospitals, long term care facilities and other institutions will include provisions for the transfer of patients/residents to appropriate facilities outside the DPZ.
- 5.7.4 Regional Traffic Control Centre (RTCC). The RTCC will be set up by DRPS and supported by the Regional Works Department to implement traffic control measures required by the UTCC (Unified Transportation Coordination Centre). The RTCC maintains direct contact with the UTCC but is under command of the Chief of Police at the REOC. RTCC procedures are set out in Part III, Durham Region Evacuation & Sheltering Plan.

5.8 **Thyroid Blocking**

- 5.8.1 In the event of a serious accident at a nuclear station, radioactive material may escape, including radioactive iodine. If radioiodines are inhaled, they are absorbed by the thyroid gland. Thyroid blocking is the prevention or reduction of radioiodine absorption by the thyroid gland through the ingestion of a stable iodine compound, potassium iodide (KI) pills.
- 5.8.2 OPG is required to procure adequate quantities of Potassium Iodide (KI) pills for the 10 km zone populations around the Darlington and Pickering NGS.
- 5.8.3 Durham Region must have a plan to facilitate the availability of KI for Detailed Planning Zone institutions (e.g. schools, child care centres, Health care facilities), for emergency centres as well as for members of the public who may wish to possess a supply in advance of an accident.

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- 5.8.4 With the support of the Minister of Health and Long-Term Care (MOHLTC), the PEOC and the local Medical Officer of Health, the decision to administer KI will be taken by the Chief Medical Officer of Health for the Province.

- 5.8.5 Procedures in Durham Region for the administration of KI and the approved dose are contained in the DRNERP: Potassium Iodide (KI) Distribution Procedures

Chapter 6 – Concept of Operations

6.1 General

- 6.1.1 Operations will normally be carried out in two phases for natural or human caused hazards. These phases are called the Response Phase and the Recovery Phase.
- 6.1.2 Response Phase – Response includes the actions taken once an emergency has occurred to deal with the immediate effects and can include mitigation efforts expended at all locations and sites supporting the emergency effort. Such actions by the Municipal Control Group or lead departments will be mainly based on prearranged plans, procedures, and preparations.
- 6.1.3 Response operations for major emergencies will be handled from the Municipal Emergency Operations Centre.
- 6.1.4 Recovery Phase – Recovery or restoration includes all the efforts necessary to restore a municipality to normal after a natural or human-caused emergency has occurred. This includes the actions required to assess and deal with the short and longer-term effects after the impact has passed.
- 6.1.5 It is expected that certain departments will take a lead or a partnership role in any emergency relating to their direct field of expertise.
- 6.1.6 The Recovery Phase begins once the immediate effects of the emergency have passed. At this point, the recovery plan will be activated to deal with the personal, infrastructure, and financial issues.
- 6.1.7 Recovery operations for major emergencies will not likely be handled from the Emergency Operations Centre but will be dealt with through formation of a number of committees to deal with the personal, infrastructure, and financial issues.

6.2 Incident Management System

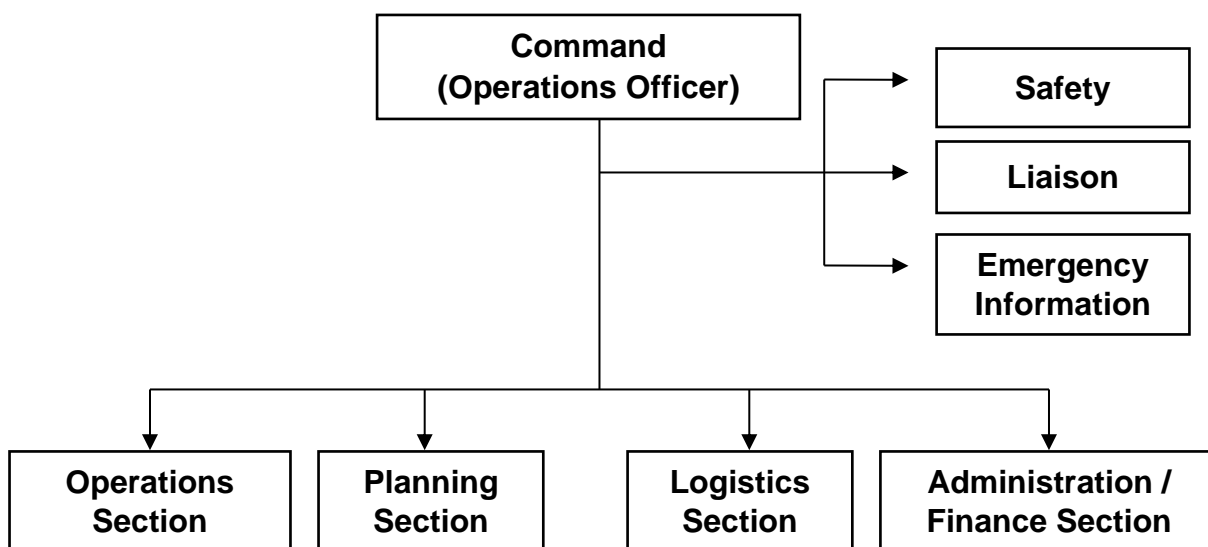
- 6.2.1 Incident Management System is utilized by Clarington for Community Emergency Management Programs.
- 6.2.2 The Incident Management System provides a command structure that is common to all emergency operations centres including the Provincial, Regional, department, and Municipal Emergency Operations Centre. It

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is a simple model that allows the organizational flexibility to upscale or downscale supporting resources as needed.

- 6.2.3 It is expected that all emergency sites and each community organization deployed will utilize the Incident Management System. All groups utilize all the same functions and management structure at all emergency operations centres and all emergency sites as required. Each group maintains contact with its counterpart in the Municipal/Regional Operations Centre(s) or respective organization centres. (See Figure 2.)
- 6.2.4 The standardized Incident Management System is modeled after the North American emergency management standards and recommended best practices that draw substantially from the National Fire Protection Association (NFPA) 1561 and the National Incident Management System.

6.3 Figure 2 – Incident Management System



6.4 Incident Management System Function Details

6.4.1 **Command (Operations Officer)** – Has the authority to give formal orders, instructions, or directives. The three functions that support Command are:

- 6.4.1.1 **Safety** – Ensure safety of all site personnel, and pass on information received from Command Emergency Operations Centre indirectly impacting the overall safety of the emergency management efforts;

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- 6.4.1.2 **Liaison** – Staff located in the Emergency Operations Centre that act as a link between Command Emergency Operations Centre and their organizations/group of organizations involved in the management of the situation; and
- 6.4.1.3 **Emergency Information** – Development and timely disseminate approved emergency information messages and bulletins to the media.
- 6.4.2 **The Operations Section** – Staff is responsible for coordinating the operational requirements (resources and equipment) of the site as required to fulfill the emergency management requirements. Staff action decisions made by the Emergency Site Manager/Command and share information between all elements as required.
- 6.4.3 **The Planning Section** – Staff is responsible for the development, dissemination and evaluation of emergency management and response plans. These response plans are incident specific and may make modifications should they be required. Staff action decisions made by the Emergency Site Manager/Command and share information between all elements as required.
- 6.4.4 **The Logistics Section** – Staff is responsible for coordinating all material, services, equipment and the resources required to manage and resolve the emergency. Staff act on decisions made by the Emergency Site Manager/Command and share information between all elements as required.
- 6.4.5 **The Finance and Administration Section** – Staff perform administrative, financial, and staffing duties specific to the emergency. This includes capturing incident-related costs, maintenance and scheduling of support personnel, records, and administrating contracts.
- 6.4.6 It must be recognized that there is an overlap of the above four groups within the Municipal Emergency Operations Centre. The MECG will perform some or all functions depending upon the nature of the emergency.
- 6.4.7 Emergency Operations will be carried out in such a manner as to permit the departments, Municipal Emergency Operations Centre, external organizations, institutions, and industry to operate cohesively. The Incident Management System will be used to define the basic command structure, roles, and responsibilities required for the effective management of an emergency situation.

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- 6.4.8 The Emergency Site Manager also uses this structure and reports to the equivalent command in the Municipal Emergency Operations Centre. Once a Site Manager is designated, he/she reports to the Operations Officer in the Emergency Operations Centre.

6.5 Nuclear Emergency

- 6.5.1 Under the *Emergency Management & Civil Protection Act*, R.S.O., 1990, Chapter E.9, the emergency powers conferred upon the Premier of Ontario may be delegated to a minister of the Crown. In the case of a nuclear emergency, that minister will be the Minister of Community Safety and Correctional Services.
- 6.5.2 Overall Direction - Response organizations for a nuclear emergency are the same as for any emergency. However, in a nuclear emergency, the Premier of Ontario will provide overall direction to the management of the response. Overall coordination will be provided through the Provincial Emergency Operations Centre (PEOC).
- 6.5.3 During nuclear emergencies, the Province is in control of offsite emergency operations from the beginning of a nuclear emergency at either the Pickering or Darlington Nuclear Generating Station. All other agencies and organizations including the Municipality of Clarington shall conform to the directives in the Provincial Nuclear Emergency Response Plan.
- 6.5.4 During nuclear emergencies, the Province will direct offsite response activities of the designated municipalities. Durham Region directs and coordinates the offsite response activities of local municipalities through the MECG from the Regional Emergency Operations Centre.
- 6.5.5 Using a consultative process, Durham Region will assist the local municipalities with the implementation of protective actions and precautionary management in their community as directed by the Provincial Emergency Operations Centre under the Provincial Nuclear Emergency Response Plan.

6.6 Command and Control

- 6.6.1 The MECG is responsible for the emergency coordination and the implementation of any protective actions required with the Municipality. Support from Durham Region may be requested at any time.

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- 6.6.2 In order to ensure that emergency site operations are conducted in an organized and coordinated manner, an Emergency Site Manager will be appointed for the emergency site by the MECG. The Emergency Site Manager will be responsible for the coordination of all emergency site team activities and reporting through the appropriate command at the Municipal Emergency Operations Centre.
 - 6.6.3 The Emergency Site Manager will:
 - 6.6.3.1 Provide regular information updates to the Municipal Emergency Operations Centre;
 - 6.6.3.2 Evaluate the need for and provide requests for resources; and
 - 6.6.3.3 Maintain contact with the Municipal Emergency Operations Centre.
 - 6.6.4 Information will be provided from the emergency site and requests for resources will be forwarded from the Emergency Site Manager to their respective command in the Municipal Emergency Operations Centre. The Municipal Emergency Operations Centre will then provide existing or requested additional resources to assist the site.
 - 6.6.5 The Municipal Emergency Control Group will assign the Fire Chief or designate as the Emergency Site Manager.
 - 6.6.6 For non-nuclear emergencies, the Regional Emergency Operations Centre will provide additional resources and assistance to any local municipality upon request. If a municipality becomes overpowered, the Regional Chair may declare a regional emergency. The Regional Emergency Operations Centre may also be asked to assume full responsibility of an emergency for a municipality.
- 6.7 Precautionary Management**
- 6.7.1 Precautionary management is the measures taken in the early stages of an emergency to minimize the impact on the general public. These would include operations like school and park closures, the closing of workplaces in the private and public sectors, etc.

Chapter 7 – Recovery Planning

7.1 General

- 7.1.1 Recovery planning is a process of returning a community back to normal or near normal once the immediate threat to life and property has passed. The process starts when directed by the MECG and the timing will be determined by the nature of the emergency.
- 7.1.2 In some emergencies, response and recovery actions could be happening simultaneously.
- 7.1.3 In a nuclear emergency, the Provincial Emergency Operations Centre will advise Durham Region when the immediate emergency has passed and the recovery process will begin. This information would then be communicated to the Municipal Emergency Operations Centre of the affected municipalities.
- 7.1.4 Normally, recovery planning will commence when the immediate response to an emergency has been completed and the situation has been stabilized. To begin the recovery process, a series of committees may need to be formed to deal with various aspects of the community assistance. These might include the following areas of need:
 - 7.1.4.1 Financial assistance;
 - 7.1.4.2 Infrastructure repair/rebuilding; and
 - 7.1.4.3 Personal assistance.

Chapter 8 – Emergency Information and Public Direction

8.1 General

8.1.1 In the event of an emergency, emergency information procedures assist with:

8.1.1.1 Providing emergency information to the media and general public; and

8.1.1.2 Providing emergency information to Municipal, Regional and Provincial staff.

8.2 Communications Hierarchy

8.2.1 Emergency information will be coordinated by the Emergency Information Officer, please see the Emergency Communications Plan (Annex N) for more details. It is important that media releases begin immediately after the emergency begins to provide the current status and then be provided at regular intervals thereafter.

8.2.2 For a list of local media agencies see Annex L

8.2.3 The Emergency Information Officer will:

8.2.3.1 Gather, verify, coordinate, and approve all information released to the media in consultation with the Mayor and Operations Officer;

8.2.3.2 Produce information products for dissemination to the media;

8.2.3.3 Disseminate information to the media and public on a regular basis as important new information becomes available;

8.2.3.4 Process information requests;

8.2.3.5 Arrange for a MECG member or experts to meet with the media to respond to inquiries on a specific topic as required;

8.2.3.6 Establish communication links and regular liaison with the Municipal Control Group and Emergency Site Manager to determine what information to release to the media and public and will attend all Business Cycle Meetings;

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- 8.2.3.7 Establish communication links and liaise on a regular basis with the other media coordinators within the region or province to coordinate the release of authorized information;
 - 8.2.3.8 Set up and coordinate a media centre, see more details in the Emergency Communications Plan, and ensure that there is adequate administrative support, office or area space, and telephone facilities to support live interviews from local media;
 - 8.2.3.9 Inform appropriate agencies of the location/phone number of the media centre;
 - 8.2.3.10 Prepare for press conferences and briefings with the media;
 - 8.2.3.11 Prepare, distribute, and file hard copies of media releases; and
 - 8.2.3.12 Set up and manage a media monitoring.
- 8.2.4 The Municipality of Clarington may request assistance at any time and be supported by the Durham Region Corporate Communications staff or the provincial emergency information resources if needed.
- 8.2.5 In the event of a water infrastructure or health emergency, the lead role will be taken by either Durham Region Works or Health Departments. The respective department involved will issue releases and updates to inform the Province, Regional, and Municipal staff; the media; and the general public on a regular and as-required basis.
- 8.2.6 Nuclear Emergencies (Pickering or Darlington Generating Stations) – Nuclear emergencies are controlled by Emergency Management Ontario who directs the offsite response actions to the designated municipality. (Durham Region is a designated municipality for the Pickering and Darlington Nuclear Generating Stations.)
- 8.2.7 The Province, through the Provincial Emergency Operations Centre, will coordinate the media emergency information and media releases for any type of offsite response due to a nuclear emergency. Local municipalities may issue media releases dealing with local issues such as road closures.

8.3 Media Centre

- 8.3.1 The Media Centre is located at 1780 Rudell Rd., Newcastle. Press conferences will be held at this location and/or at the emergency site upon the decision of the Control Group.
- 8.3.2 At no time will the press or public be allowed near the Municipal Emergency Operations Centre or be allowed within the building unattended. The Emergency Information Officer shall be responsible for policing the movements of the public and press.
- 8.3.3 The Emergency Information Officer shall direct the Mayor and other media spokespersons into the media centre and ensure appropriate tables and chairs are in place.

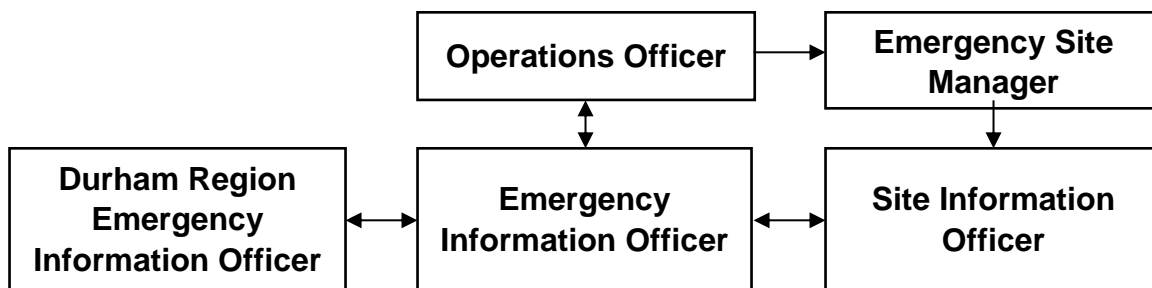
8.4 Media Coverage

- 8.4.1 In the event of an emergency, the general public should monitor local radio and television stations for ongoing updates and regular status reports as well as the Municipal website. (www.clarington.net)

8.5 Spokesperson(s)

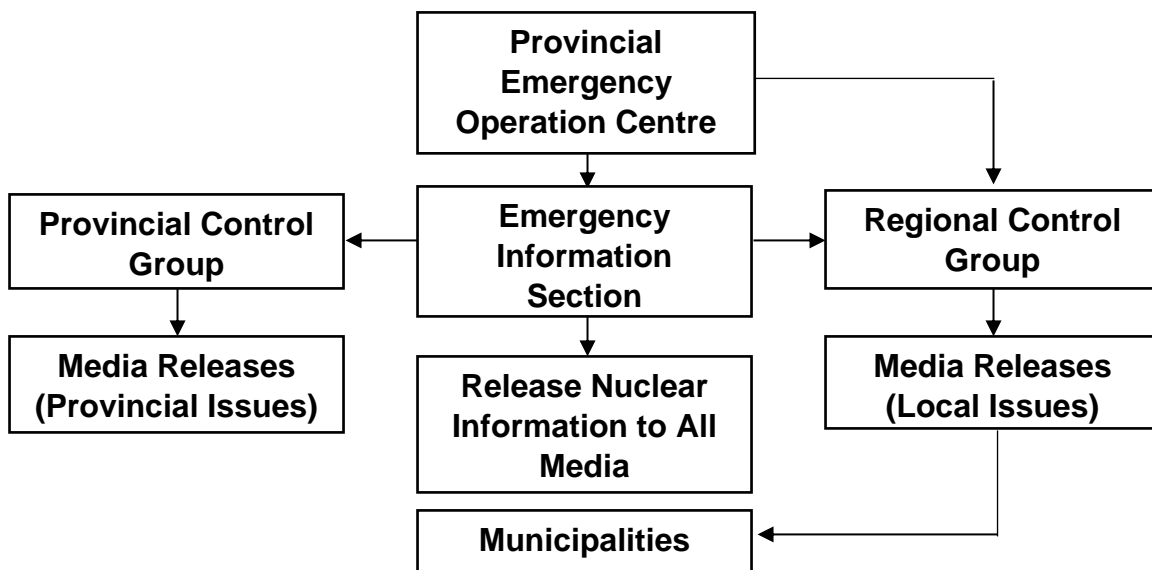
- 8.5.1 The Emergency Information Officer will assist the Mayor (designated spokesperson) with the preparation and dissemination of public information. The Emergency Information Officer will prepare statements of public information for the Mayor (designated spokesperson) based on information collected at the Emergency Operations Centre Business Cycle Meetings.

8.6 Figure 3 – Emergency Media Centre Organization Chart



8.7 Nuclear Events

8.7.1 Figure 4 – Nuclear Events Organization



8.7.2 In nuclear events, initial emergency information flows directly from the Provincial Emergency Operations Centre to the Emergency Information Section. Information is formatted to the Regional Emergency Operations Centre and forwarded on to affected municipal stakeholders.

8.7.3 It is important that stakeholders are an integral part of the regional emergency information distribution and that they be kept informed and updated of changing emergency conditions. These include but are not limited to:

8.7.3.1 The general public and vulnerable populations in the affected area (schools, hospitals);

8.7.3.2 Regional Emergency Operations Centre;

8.7.3.3 Local municipalities within Durham Region;

8.7.3.4 Provincial Emergency Information Section; and

8.7.3.5 Other involved stakeholders.

8.7.4 The Emergency Information Section will be set up in Toronto to relay emergency information to the Regional Emergency Operations Centre and to provide media monitoring and other relative media services.

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8.7.5 Local municipalities may issue local information relating to road closures, etc., or other non-technical activities within their jurisdiction.

8.8 Nuclear Events – Responsibilities

8.8.1 **Province** – In the event of a nuclear emergency, the Emergency Information Section is set up by Provincial staff from Emergency Management Ontario in Toronto.

8.8.2 The overall operational responsibilities are as follows:

8.8.2.1 Emergency Management Ontario is fully responsible for the setup and operation of the Emergency Information Section in Toronto. This includes maintaining the Provincial Nuclear Emergency Response Plan and the Emergency Information Section Procedures. The Emergency Information Section Procedures are annually reviewed and updated as required by Emergency Management Ontario;

8.8.2.2 Emergency Management Ontario will be responsible for writing and also providing the prescript Emergency Bulletins for release to the general public during an event at either the Darlington or Pickering Nuclear Generating Station;

8.8.2.3 The Province, Emergency Management Ontario is fully responsible for the staffing and operation of the Emergency Information Section; and

8.8.2.4 Media releases relating to technical related station activities must be validated by Emergency Management Ontario and the Emergency Information Section prior to release to the general public.

8.8.3 Durham Region – The Lower Level Media and Conference Centre are used for media conferences. Durham Regional staff will forward all public (nuclear) inquiry calls to the Emergency Information Section.

8.8.4 Durham Emergency Management Office maintains local nuclear emergency plans and provides a liaison between Emergency Management Ontario and Durham Region with respect to the Emergency Information Section through the Regional Emergency Operations Centre.

8.8.5 Durham Emergency Management Office is responsible for setting up and manning the Regional Emergency Operations Centre to ensure communication is managed during nuclear emergencies if required.

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- 8.8.6 Durham Emergency Management Office staff will assist the MECG at the Municipal Emergency Operations Centre.
- 8.8.7 Durham Emergency Management Office may send a representative to Clarington Emergency Operations Centre during emergencies.

8.9 The Emergency Information Section

- 8.9.1 **Provincial Emergency Information Section (PEIS)** - The Provincial Emergency Information Section will be activated for a nuclear emergency. On behalf of the Province, the PEIS will issue news releases and other information products, coordinate news conferences, monitor media and the public's perception of and reaction to the situation, and provide key messages and information to activated call centres. The PEIS will coordinate the development and release of information with the Region's Emergency Information Centre at the REOC to ensure consistent messaging at all levels.
- 8.9.2 The Region's Emergency Information Centre at the REOC will act as the main source of emergency information on behalf of these agencies during the emergency. During nuclear emergencies the Emergency Information Centre provides timely information to the general public on the current status of the emergency situation at either the Darlington or Pickering Nuclear Station.
- 8.9.3 The Emergency Information Section is operated by Emergency Management Ontario and has information linkages and operational relationships between the following centres:
 - 8.9.3.1 Provincial Emergency Operations Centre (directs overall nuclear response);
 - 8.9.3.2 Regional Emergency Operations Centre overseeing the local emergency response functions;
 - 8.9.3.3 Affected organization/facility (e.g. Ontario Power Generation's nuclear stations); and
 - 8.9.3.4 The federal government (the federal government provides spokespersons and assistant spokespersons representing Health Canada, as the lead agency, and the Canadian Nuclear Safety Commission);
 - 8.9.3.5 The Emergency Information Section operates under the Emergency Information Centre Procedures Manual prepared

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by the Ministry of Community Safety and Correctional Services.

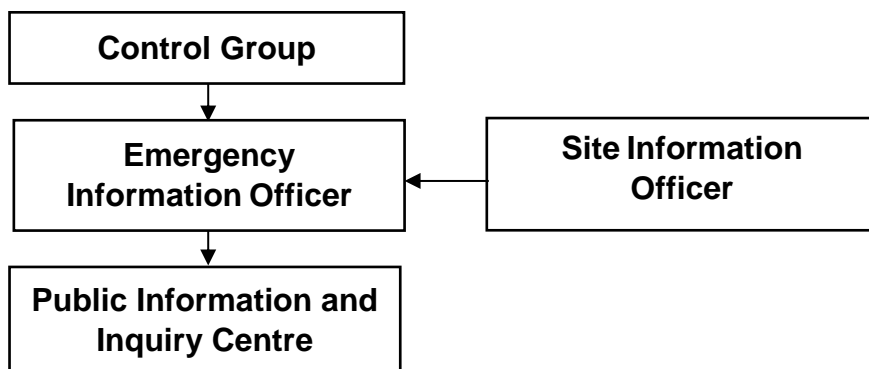
8.10 Public Direction

- 8.10.1 The general public will take direction and implement subsequent protective actions from the information provided through local media. The Public Alerting System will initiate the offsite response (nuclear) or other actions required by notifying the general public.
- 8.10.2 Details of the situation in progress will be verified for the public through local television or radio. First responders may assist in the public notification process.

8.11 Emergency Information and Inquiry Centre

- 8.11.1 The Emergency Information and Inquiry Centre located at Diane Hamre Recreation Complex, 1780 Rudell Rd., Newcastle, ON L1B 1L9, provides a credible outlet for the general public to obtain current and accurate information relating to the emergency in progress.
- 8.11.2 The Emergency Information and Inquiry Centre managed by the Emergency Information Officer works independently from the Emergency Operations Centre but maintains close contact with them. The Emergency Information Officer liaises with the Operations Officer at the Emergency Operations Centre to identify what information can be released to the public and media.
- 8.11.3 See Annex N for Municipal Emergency Information Plan.

8.12 Figure 5 – Interaction between Public Inquiry Service and Control Group



Chapter 9 – Financial Management/Assistance

9.1 General

- 9.1.1 During an emergency, it is imperative to have financial control and proper documentation in place to oversee any required emergency expenditures.
- 9.1.2 The Director of Finance will be responsible for developing the municipality's financial management process prior to the emergency, monitoring expenditures during an emergency, and assisting with expenditure reconciliation after an emergency, whereby emergency funding may be obtained if required.
- 9.1.3 The Director of Finance will report to the Municipal Emergency Operations Centre.
- 9.1.4 Once an emergency situation has come through the recovery phase, it is imperative to attempt to recover lost revenues for emergency expenditures through normal insurance policies or disaster relief agencies.

9.2 Financial Management

- 9.2.1 It is the intent of this Plan to:
 - 9.2.1.1 Provide guidelines for basic financial management to all departments responding under the provisions of this Plan;
 - 9.2.1.2 Ensure that any Council resolutions are provided expeditiously for expenses incurred during an emergency;
 - 9.2.1.3 Ensure that financial operations are conducted in accordance with the accepted accounting policies, best practices, and standards set within the Municipality of Clarington; and
 - 9.2.1.4 Provide guidance for basic assumptions so that lost revenues are recovered through insurance policies, Ontario Disaster Relief Assistance Program, or Disaster Financial Assistance Arrangements where possible.
- 9.2.2 Accepted emergency purchasing procedures will be developed by the Purchasing Manager and followed for all purchases made during the emergency with the following assumptions:

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- 9.2.2.1 The Purchasing Manager shall maintain a list of emergency purchase orders for use during an emergency;
- 9.2.2.2 Due to the nature of most emergency situations, finance operations will be carried out with compressed time frames and other pressures, from time to time, necessitating the use of non-routine procedures. This in no way lessens the requirement for sound financial management and accountability;
- 9.2.2.3 Each agency or organization involved in the emergency will have their own designated person responsible for financial management in accordance with their own approved process already in place;
- 9.2.2.4 It is expected that at least partial reimbursement will come from the provincial or federal governments for services and resources, but it is recognized that at least the initial payments will be borne by the Municipality of Clarington; and
- 9.2.2.5 The Purchasing Manager shall maintain a list of available suppliers/contractors with 24-hour availability. This list shall be updated as required. Critical suppliers should be encouraged to have contingencies plans for continuity of business operations to ensure that they can supply the required product or service during an emergency.

9.3 Expenditure of Municipal Funds

- 9.3.1 Extreme care and attention to detail must be taken throughout the emergency response effort and recovery period to maintain logs, formal records, and file copies of all expenditures including personal timesheets in order to provide clear and reasonable accountability and justification for future reimbursement requests. All expenditures shall be recorded.
- 9.3.2 Reimbursement is not automatic even when proper procedures are used and accountability is maintained. Reimbursement is also subject to the terms and conditions of insurance policies or disaster relief programs.
- 9.3.3 All records relating to the allocation and disbursement of municipal funds pertaining to the elements and activities covered in this Plan must

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be maintained as applicable in compliance with standard policies and accounting procedures.

- 9.3.4 The Municipality of Clarington, as well as any agency or organization involved in the emergency response effort, is responsible for the allocation and disbursement of its own funds as well as individual record keeping.

9.4 Funding Assistance

- 9.4.1 There are programs in place for municipalities to attempt to obtain reimbursement of funds after a major emergency or disaster has occurred. The Municipality of Clarington will first exhaust existing insurance policies before seeking compensation from additional programs.
- 9.4.2 Programs available include the Ontario Disaster Relief Assistance Program and the (Federal) Disaster Financial Assistance. Ontario Disaster Relief Assistance Program requires some fundraising to obtain financial assistance for private costs as outlined in their documentation. Disaster Financial Assistance Arrangements provides financial assistance to the Province above a pre-determined level (funding formula) of expenditure.
- 9.4.3 The Ontario Disaster Relief Assistance Program is intended to alleviate the hardship suffered by private homeowners, farmers, small business enterprises, and non-profit organizations (such as municipalities) whose essential property has been damaged in a sudden and unexpected natural disaster.
- 9.4.4 Ontario Disaster Relief Assistance Program will provide funding for those who have suffered heavy losses for essential items such as shelter and the necessities of life. When damages are so extensive that they exceed the financial resources of the affected individuals, the municipality and community at large are expected to assist and provide support. Individuals are, however, expected to bear the initial responsibilities for their losses.
- 9.4.5 Ontario Disaster Relief Assistance Program does not provide full cost recovery for all damages resulting from a disaster but helps eligible recipients restore essential furnishings and property only to pre-disaster condition according to the funding formula.

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- 9.4.6 Ontario Disaster Relief Assistance Program does not cover damages to privately owned, non-essential property nor to essential property where private insurance is normally available.
- 9.4.7 If the Municipality of Clarington experiences extraordinary damage to public infrastructure due to a natural disaster, the local Municipal Services Office of the Ministry of Municipal Affairs and Housing will be contacted to determine eligibility for assistance.
- 9.4.8 The Minister of Municipal Affairs and Housing is authorized to declare a “disaster area” under the Ontario Disaster Relief Assistance Program. Municipal Council’s asking for assistance must adopt a Council resolution outlining the following issues:
 - 9.4.8.1 The municipality’s request for a disaster area declaration; and
 - 9.4.8.2 Whether all or part of the municipality is to be declared a disaster area.
- 9.4.9 Under Ontario Disaster Relief Assistance Program, the request for a disaster declaration must be submitted within 14 working days of the date of the disaster. Council resolutions should be very clear about the definition of the disaster area as only damages within the declared area are eligible for Ontario Disaster Relief Assistance Program funding.
- 9.4.10 The Council resolution must be accompanied by information supporting the request for assistance. This information includes:
 - 9.4.10.1 The number of private properties, farms, small businesses, and non-profit organizations that have incurred damages as a result of the disaster;
 - 9.4.10.2 The number of residents, small businesses, or farms affected;
 - 9.4.10.3 The extent and the preliminary cost estimates of damages suffered;
 - 9.4.10.4 Newspaper clippings, photographs, and other documentary evidence where available; and
 - 9.4.10.5 Other information that Council feels is pertinent to add.

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- 9.4.11 Durham Region may adopt a resolution in support of the Municipality of Clarington's request for a disaster declaration and agree to adopt a disaster relief committee.

9.5 Federal Disaster Financial Assistance

- 9.5.1 In the event of a large scale disaster in Canada, the federal government can provide financial assistance to provincial and territorial governments through the Disaster Financial Assistance to help them meet the basic costs of response and recovery when such expenditures exceed what an individual province or territory could reasonably be expected to bear on its own.
- 9.5.2 The provincial government designs, develops, and delivers financial assistance to the victims of emergencies and disasters, deciding on the amounts and types of assistance that may be provided. The federal government may then be requested by a provincial government to help pay the costs it incurred in responding to an emergency or disaster under the terms of the Disaster Financial Assistance.
- 9.5.3 The Disaster Financial Assistance has been in place since 1970 and is administered with the assistance of predetermined guidelines whose sole purpose is to ensure that federal financial assistance is provided in a fair and equitable way across Canada.
- 9.5.4 Federal assistance is paid to the province/territory under Disaster Financial Assistance and not directly to individuals or communities. It is important to note that there is no fixed budget for disaster financial assistance because there is no way of predicting the amount that may be required in any given year.

Chapter 10 – Mutual Aid/Assistance Agreements

10.1 Purpose and Provisions

- 10.1.1 As outlined by Emergency Management Ontario, all communities should attempt to create regional Mutual Aid and Mutual Assistance Agreements. Such agreements can greatly improve a community's ability to respond to larger scale emergencies.
- 10.1.2 Mutual Aid or Assistance Agreements are in place to supply additional resources when Municipal resources have been depleted to deal with extraordinary emergency situations.
- 10.1.3 The Municipality of Clarington may receive assistance through the Durham Region Mutual Aid Plan.
- 10.1.4 The objective of the Mutual Aid Plan is to provide a means whereby the fire departments in Durham Region may initiate the necessary action to save and/or protect lives, property, and/or the environment during a major fire or emergency.
- 10.1.5 See Annex P for the Durham Region Mutual Aid Agreement
- 10.1.6 The Mutual Aid Plan is organized assistance, on a no charge basis, among the participating fire departments.
- 10.1.7 The *Emergency Management & Civil Protection Act*, R.S.O., 1990, c. E.9, suggests that municipalities may be directed by the Premier to provide assistance to other municipalities. Pre-arranged agreements will simplify the process of providing personnel, services, equipment, and material during an emergency.
- 10.1.8 As directed under the enhanced level requirements for municipal emergency plans, the Municipality of Clarington will enter into mutual assistance agreements with neighboring municipalities and other agencies/organizations as needed.
- 10.1.9 Nothing in these agreements requires or obligates either party to provide assistance, and no liability arises against the assisting municipality if it fails to respond to a request for assistance.
- 10.1.10 The municipality may, at its discretion, determine the type and scope, nature, and amount of assistance to be provided.

Chapter 11 – Training

11.1 General

- 11.1.1 The *Emergency Management & Civil Protection Act*, R.S.O., 1990, Chapter E.9, 3 (5), requires that every Municipality conduct MECG training programs annually to ensure the readiness of employees of the municipality and other persons to act under the Emergency Plan.
- 11.1.2 The Community Emergency Management Coordinator is responsible for coordinating training programs and exercises to ensure the readiness of Municipal staff to act under the Plan. The Community Emergency Management Coordinator will maintain a database of staff training.
- 11.1.3 Staff training may be achieved through any or all of the following activities:
 - 11.1.3.1 Staff attending internal or external general training sessions;
 - 11.1.3.2 Staff attending refresher and/or upgrading sessions, as required;
 - 11.1.3.3 New staff, or staff transferred to different positions, attending training; and/or
 - 11.1.3.4 Departmental distribution of related material or information newsletters to staff with responsibilities under the Plan.
- 11.1.4 Professional development opportunities for staff may be provided, including attending appropriate emergency response courses, such as Red Cross Training, Emergency Preparedness Canada, etc.
- 11.1.5 Durham Emergency Management Office will offer training programs to local municipalities from time to time as the need arises.
- 11.1.6 Assistance or information about available training programs or conferences may be obtained through the Community Emergency Management Coordinator.
- 11.1.7 Each department is responsible for ensuring that its staff is trained to carry out their assigned duties under this Plan.

Chapter 12 – Exercises

12.1 Testing The Plan

- 12.1.1 The *Emergency Management & Civil Protection Act*, R.S.O., 1990, Chapter E.9, 3 (5), requires that every municipality conduct exercises annually to ensure the readiness of employees of the municipality and other persons to act under the Emergency Plan.
- 12.1.2 The Community Emergency Management Coordinator, under direction and approval of the Chief Administrative Officer, is responsible for organizing annual testing of the Plan and conducting exercises. Conducting exercises is a municipal responsibility but from time to time will be done in coordination with Durham Emergency Management Office.
- 12.1.3 Each component of the Plan can be tested in isolation as well as in coordination with one another. It is vital that all major elements of the Plan are tested annually.
- 12.1.4 The type of exercises/drills tested will vary from year to year, be derived from the HIRA, include a natural progression becoming increasingly complex, and be appropriate to community needs.
- 12.1.5 Immediately following an exercise, a debriefing will be conducted with departments, agencies, and key personnel to review and evaluate the exercise and make recommendations.

Chapter 13 – Public Education and Awareness

13.1 General

- 13.1.1 The development and implementation of a Community Emergency Management Public Education and Awareness Program is a requirement of the *Emergency Management & Civil Protection Act*, R.S.O., 1990, c. E.9.
- 13.1.2 Public awareness is an important component of the Emergency Management Program put in place so that the general public will know what to expect before, during, and after an emergency event.
- 13.1.3 Public awareness is general information provided to the broader public to increase awareness about emergency management.
- 13.1.4 Public education is specific information provided to educate the target audience in high risk areas about protective actions to reduce the risk of threat to life and property damage in the event of an emergency.
- 13.1.5 The Municipality of Clarington has a Public Awareness and Education Strategy. This strategy will be reviewed and revised annually to ensure compliance with the program requirements under the *Emergency Management & Civil Protection Act*, R.S.O., 1990, c. E.9.

13.2 Responsibilities

- 13.2.1 The Community Emergency Management Coordinator is responsible for the development and implementation of public education and public awareness programs.
- 13.2.2 These programs will be coordinated with Durham Region and neighboring municipalities, as well as the Durham Regional Police Service and other appropriate agencies.

13.3 Public Awareness Delivery Methods

- 13.3.1 The public awareness information program provided might include:
 - 13.3.1.1 Brochures;
 - 13.3.1.2 Media releases;
 - 13.3.1.3 Municipality of Clarington web site, www.clarington.net;

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13.3.1.4 Community displays; or

13.3.1.5 Other media as deemed appropriate.

13.4 Public Education

13.4.1 Public education might include:

13.4.1.1 Programs/presentations for students, service clubs, industries, institutions, etc.;

13.4.1.2 Hazardous material education and training in the high school curriculum; and

13.4.1.3 Providing specialized instructions, such as information regarding sheltering-in-place, for those living within a “high risk” area of the Municipality.

13.4.2 Questions regarding emergency preparedness are referred to the Fire Chief / Community Emergency Management Coordinator for follow up.

Annex W – Clarington Flood Response Plan

Municipality of Clarington Emergency Plan

1.0 Introduction

This Clarington Flood Response Plan (CFRP) has been developed as a result of flooding events that have occurred along the shore of Lake Ontario within the Municipality of Clarington (the Municipality). This emergency planning and preparedness's document has been prepared in response to the Municipality's legislative requirements identified within the Province of Ontario *Emergency Management and Civil Protection Act (EMCPA, 2009)*

1.1 Emergency Management and Civil Protection Act

Within the Province of Ontario the *Emergency Management and Civil Protection Act (EMCPA) R.S.O. 1990, Chapter E.9*¹ identifies the legislative requirements for municipalities to develop an Emergency Plan. In section 2.1 (1) of this legislation it describes requirements for a Municipal Emergency Management Program, and specifically that *“Every municipality shall develop and implement an emergency management program and the council of the municipality shall by by-law adopt the emergency management program”*. The emergency management program shall consist of:

- a) an emergency plan as required by section 3;
- b) training programs and exercise for employees of the municipality and other persons with respect to the provision of necessary services and the procedures to be followed in emergency response and recovery activities;
- c) public education on risks to public safety and on public preparedness for emergencies; and
- d) any other element required by the standards for emergency management programs set under section 14. 2002, c. 14, s.4.

The Municipality of Clarington Emergency Plan² is authorized by By-law 2018-010 and the Emergency Management and Civil Protection Act (2009).

Section 2.1 (3) of the EMCPA describes the requirements for developing a Hazard and Risk Assessment (HIRA) as follows *“In developing its emergency management program, every municipality shall identify and assess various hazards and risks to public safety that could give rise to emergencies and identify facilities and other elements of the infrastructure that are at risk of being affected by emergencies”*.

¹ Emergency Management and Civil Protection Act RSO 1990 Chapter E.9
<https://www.ontario.ca/laws/statute/90e09/v7>

² Municipality of Clarington Emergency Plan <https://www.clarington.net/en/town-hall/resources/Emergency-and-Fire-Services/Emergency-Plan.pdf>

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Emergency response plans may be based upon an “All Hazards” approach as identified within the HIRA, or alternatively be developed for a specific type of risk identified. The current HIRA for the Municipality of Clarington identifies a range of existing hazards within the community. Examples of these are road transportation, rail transportation and major heavy industry. In addition, the current HIRA identifies “*Flood Prone Areas and Weather*” as existing hazards. These hazards are directly related to the purpose of developing this CFRP.

2.0 Purpose

The purpose of developing this CFRP is to provide a framework for enhancing public and emergency responder education, emergency preparedness and emergency response policies and procedures associated with responding to a flooding event along the shore of Lake Ontario within the Municipality of Clarington.

3.0 Aim and Scope

The primary goal of this CFRP is to provide an integrated planning framework that recognizes the role of individual residents, business owners, emergency responders and the Municipality. Together these individuals, groups and agencies represent the first line of defence in responding to a flooding event along the shore of Lake Ontario in the Municipality of Clarington.

This goal is supported by an overarching objective of enhancing public and emergency responder education, emergency preparedness and emergency response policies and procedures. Together these are intended to prevent or reduce loss of life or severe injury and/or damage to property and infrastructure during a major flooding event along the shore of Lake Ontario within the Municipality of Clarington.

4.0 Authority and Maintenance

This CFRP has been approved by Council under authority of the Emergency Management and Civil Protection Act, RSO 1990. C.E.9. as an annex to the Municipality of Clarington Emergency Plan as authorized by By-law 2018-010.

Responsibility for the annual review, revision and testing of this CFRP shall be assigned to the Municipality of Clarington’s Community Emergency Management Coordinator (CEMC).

5.0 Description of Hazard and Risk

“The Ministry of Natural Resources (MNR) defines flooding as an overflow of water associated with a lake, river or stream that threatens the safety, welfare of people and/or damage to public and/or private property. Floods may be caused by natural phenomena (e.g. weather), structural failure (e.g. dams), or human interference (e.g. stream diversion)”³.

For the purposes of this CFRP flooding shall be defined as an overflow of water from Lake Ontario or the adjacent West Side Creek marsh area, and Bowmanville Creek marsh area within the Municipality of Clarington. The overflow of water from these areas may result in a flood severe enough to pose significant risk to the residents, business owners or adjacent community. Significant risk may be measured in terms of the predicted duration of the flooding event, social vulnerability including the number of persons or properties impacted, potential for loss of business revenue, the size of the geographic area impacted and the real or potential effects on the Municipality’s infrastructure.

5.1 Waterfront Flooding Risk

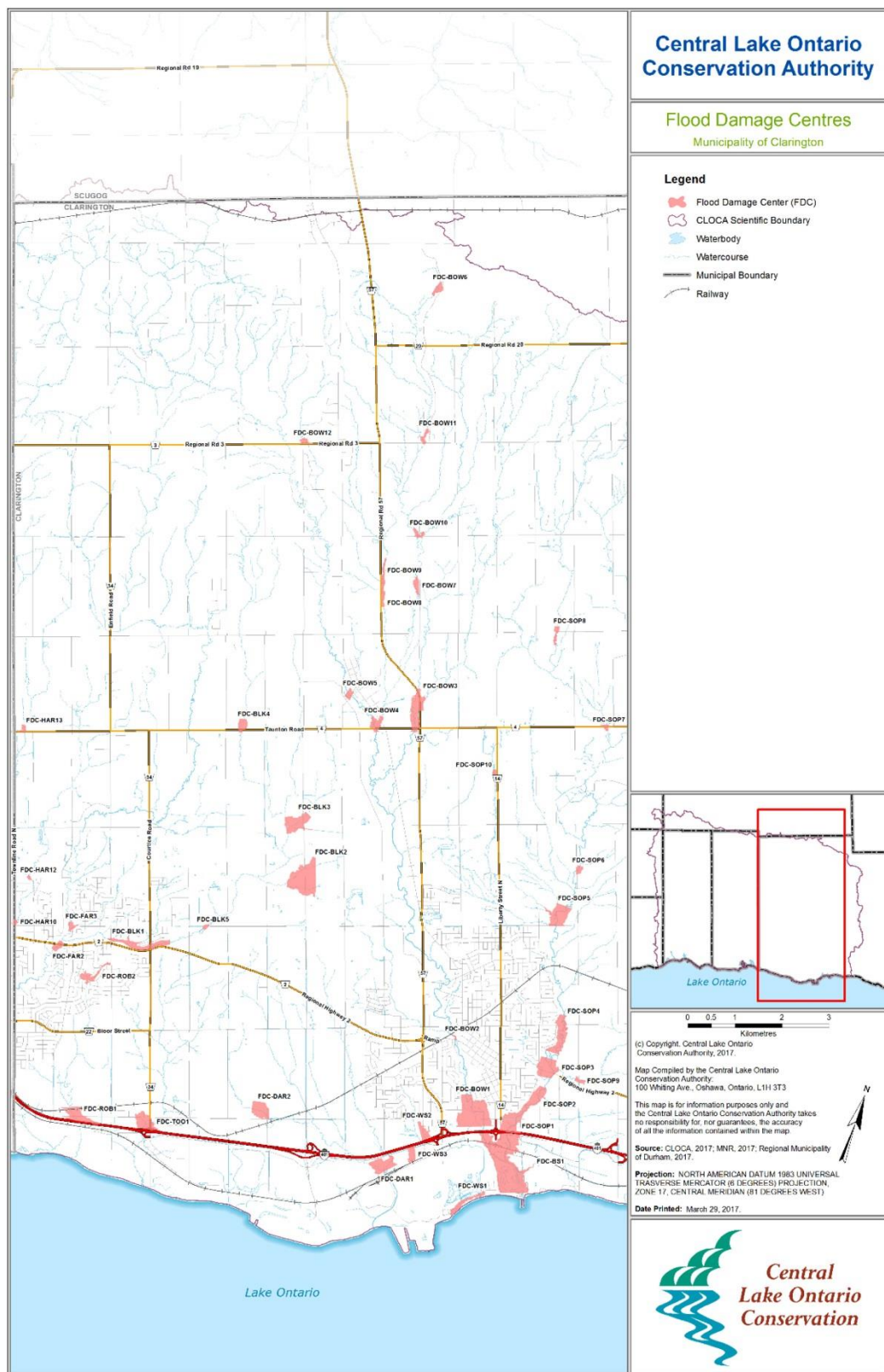
The Central Lake Ontario Conservation – Watershed Flood-Risk Assessment (WFRA-2017) methodology assessed “*flood damage centres*” (FDC) that are defined within the Lake Ontario Shoreline Management Plan as “*areas of high risk due to flooding or erosion potential and include shorelines subject to high erosion rates, low-lying regions prone to flooding and areas where structures are located in close proximity to the shoreline*”. Each of the 92 FDC’s identified was assessed based on three factors including vulnerability, flood event likelihood, and impacts resulting from flood events (evaluated as social, business, economic and environmental factors). The locations of the Flood Damage Centres within the Municipality of Clarington are shown in **Figure 1**. The Flood Damage Centres along Clarington’s waterfront are detailed in **Figure 2**.

The WFRA-2017 identifies two FDC’s along the shore of Lake Ontario that are the primary focus of this CFRP. Damage centre BS1, which includes the area of Port Darlington and west including Westbeach Road, has a total risk score of 200 which rated as the sixth highest total risk score of the 92 centres assessed. Damage centre WS1 which includes the Cedar Crest Beach Road area has a total risk score of 140 which is the same overall risk rating as five other identified damage centres. This places the WS1 damage centre as one of the fourteenth highest total risk scores of the 92 centres assessed. Damage centre WS1 and BS1 are identified in **Figure 1** and **Figure 2**.

³ Ministry of Community safety and Correctional Services – Hazard Based Planning - Guideline for the Development of a Municipal Flood Emergency Plan

https://www.emergencymanagementontario.ca/english/emcommunity/program_resources/hazardbasedplanning/flood_guideline.html?_ga=2.153259837.482113672.1502808436-315735041.1471871939

Figure 1: Municipality of Clarington Flood Damage Centres (CLOCA)



(Source: Figure 3 – Central Lake Ontario Conservation Watershed Flood-Risk Assessment, April 2017)

Figure 2: Municipality of Clarington Waterfront Areas and Flood Damage Centres



(Source: Figure 3 – Central Lake Ontario Conservation Watershed Flood-Risk Assessment, April 2017)

In addition to the WFRA-2017, Engineering Services Report EGD-015-17 dated June 19th, 2017 provides an overview of the flooding history along the shore of Lake Ontario, and specifically the beach west of Port Darlington, which includes the Westbeach Road and the Cedar Crest Beach cottage/residential development.

Of importance to the education, preparedness and emergency response elements of this CFRP are the flooding hazards presented in Report EGD-015-17. These include the following:

- *Seasonal fluctuations in lake level typically average about 0.6 to 1.1 metres between the summer and winter months;*
- *By far, natural phenomena (e.g., rainfall, evaporation, wind, storms, etc.) are the greater cause of flooding along the Lake Ontario shoreline than human intervention (i.e., diversions, water control structures, etc.) although the flood control measures in Cornwall to regulate levels does also contribute to the high water levels; and*
- *Storm winds can cause periods of significantly larger magnitudes of lake level changes and induce the added hazard of wave run-up (the uprush movement of a wave breaking on a shoreline), which can flood low-lying areas behind erosion barriers.*

6.0 Plan Implementation

This CFRP is intended to provide guidance to initial responding municipal staff to prevent or reduce loss of life or severe injury and/or damage to property and infrastructure during a major flooding event along the shore of Lake Ontario. Subject to determining the severity of the flooding event the initial responding Incident Commander shall inform the on-call senior officer of the Clarington Fire and Emergency Services as to a need to implement the *Section 5.2 Notification Process* of the Municipality of Clarington Emergency Plan that sets out the procedures for notifying the Chief Administrative Officer and Municipal Control Group of an emergency.

6.1 Functional Roles and Responsibilities

6.2 Federal Government

The Ministry of Environment and Climate Change Canada (MECCC) is responsible for issuing special weather alerts as required. The Durham Emergency Management Office (DEMO) receives and monitors these alerts and forwards them to other Regional departments and municipalities as required.

6.3 Provincial Government

The Ministry of Natural Resources and Forestry (MNRF) is responsible for Provincial flood emergency management and response including:

- *Operating the Provincial Flood Forecasting and Warning System;*
- *Monitoring and reporting on surface water conditions;*
- *Issues flood messaging to Conservation Authorities and municipalities regarding status of provincial flood potential;*
- *Upon declaration of a municipal flood emergency, responds to municipal requests for assistance; and*
- *MNRF flood messages.*

The MNRF provides Provincial Watershed Conditions Statements that include information regarding provincial watershed conditions and their potential for flooding and an outlook regarding expected spring weather conditions, and Provincial Flood Watch information including current technical information about the potential for flooding.

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The Ministry of Environment and Climate Change (MOECC) provides information to municipalities regarding the safe handling and disposal of hazardous waste and the disposal of sandbags.

The Ministry of Municipal Affairs (MMA) advises municipalities on the Disaster Recovery Assistance for Ontarians (DRAO) and Municipal Disaster Recovery Assistance (MDRA) applications and dispatches Personnel Disaster Assessment Teams (PDAT) to affected municipalities and activates these programs.

The Ministry of Transport (MTO) provides advice and assistance as needed on debris management to affected municipalities.

The Office of the Fire Marshal and Emergency Management (OFMEM) is responsible for operation of the Provincial Emergency Operations Centre (PEOC).

6.4 Region of Durham

The Region of Durham is responsible for maintaining the Durham Region Emergency Management Plan (DREMP) that includes the Durham Region Emergency Master Plan (DREMP), Region of Durham Hazard Identification and Risk Assessment (HIRA) and currently developing the Region of Durham Flood Response Plan (DRFRP).

6.5 Central Lake Ontario Conservation Authority (CLOCA) and Ganaraska Region Conservation Authority (GRCA)

The Central Lake Ontario Conservation Authority's role is to establish and undertake programs to promote the conservation, restoration, development and management of natural resources in partnership with local municipalities and the province. This role includes the Central Lake Ontario Conservation Watershed Flood - Risk Assessment (CLOCWFRA), and the Flood Contingency Plan for the Regional Municipality of Durham.

The GRCA's role is the conservation, restoration, development and management of natural resources on a watershed basis.

CLOCA and the GRCA each maintain a flood forecasting and warning system to reduce risk to life and damage to property by providing local agencies and the public with advance notice, information and advice so that they can respond to potential flood emergencies.

6.6 Municipality of Clarington

The EMCPA 2009 identifies municipalities as having the primary responsibility and legislative authority for responding to flooding events and flooding emergencies. This

Municipality of Clarington Emergency Plan

responsibility is intended to prevent or reduce loss of life or severe injury and/or damage to property and infrastructure within the Municipality of Clarington.

6.6.1 Community Emergency Management Coordinator (CEMC)

Under the authority of this CFRP the CEMC of the Municipality of Clarington has responsibility for the following:

- Monitor the flood forecasting and warning system maintained by CLOCA and update Council, senior municipal staff and the public regarding changes that elevate the system above the normal status;
- Conduct, or direct the monitoring of water levels along the Lake Ontario shoreline and adjacent marsh lands on a regular basis when the flood forecasting and warning system reaches the Watershed Conditions Statement;
- Implement a municipal operating guideline/policy to identify how to inform Council and senior municipal staff regarding communicating the status of the flood forecasting and warning system when the flood forecasting and warning system reaches the Watershed Conditions Statement level;
- Consult with residents and business owners within the identified waterfront flood damage centres and develop a process for communicating and distributing the status of the flood forecasting and warning system. This should be done when the flood forecasting and warning system reaches the Watershed Conditions Statement level (Based on the Block Parent® Program of Canada Inc. (BPPCI)).
- Coordinate flood specific education materials for distribution to residents and business owners within the identified water flood damage centres to include:
 - The CFRP;
 - Established evacuation routes (minimum of two) from each identified flood damage centre, including locations of a primary and secondary Evacuation Centre;
 - Emergency preparedness and response education information for residents and businesses including pre-event, during an event, and post event (including information related to sandbags and building a sandbag dike); and
 - Contact information for the CEMC, and Alternate CEMC.
- Determine the appropriate municipal response to a flood threat and, if warranted, deploy municipal resources to protect life and property;

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- Determine the distribution of sandbags, and potential need for municipal staff support to place sandbags on private property in consultation with the Emergency and Fire Services and Operations Department;
- Prepare regular situational reports for distribution to Council, municipal senior staff, Region of Durham (through DEMO Duty Officer or REOC if activated), Province (through Duty Officer (PEOC) and others as required);
- Coordinate distribution of information to be shared with residents and business owners and local media;
- Consult with the Municipal Emergency Control Group (MECG) and make the recommendation to the Mayor (head of Council) regarding the need for declaration of a municipal flood emergency;
- Consult with the MECG and determine the need for, and issuance of evacuation orders;
- Consult with the MECG and determine the need for, and coordinates temporary mitigation structures and equipment;
- Consult with the MECG and coordinate the process for recruiting and organizing the response of public volunteers;
- Liaise with the Region of Durham Social Services Department regarding activation of evacuation centres;
- Coordinate with volunteer organizations such as Red Cross, Salvation Army, OVERT and other volunteer agencies as may be required;
- Consult with the MECG if municipal resources are inadequate to respond to the emergency, requests regional and/or provincial assistance under the Emergency Management and Civil Protection Act;
- Coordinate the recovery process for residents and businesses including:
 - Coordinating the development of a plan for removal and disposal of temporary mitigation structures and debris;
 - Coordinating the response of the Provincial Disaster Assessment Team (PDAT) on behalf of municipal residents, to assist the Ministry of Municipal Affairs (MMA) to determine if the Disaster Recovery Assistance for Ontarians (DRAO) program will be activated.

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- Consult with the MCEG and assist Council in determining the eligibility for the Municipal Disaster Recovery Assistance (MDRA) program.

6.6.2 Fire and Emergency Services

Under the authority of this CFRP the Emergency and Fire Services of the Municipality of Clarington has responsibility for the following:

- Developing and implementing an operating guideline for a reported Flood Response that includes:
 - Pre-planning of the identified waterfront damage centres that includes garnering knowledge of the correct operation and location of spillways, barrier beach and evacuation routes;
 - Implementing a centralized Incident Command Post and communicate its location to impacted residents and business owners;
 - Utilizing of a Flood Response Tactical Worksheet to coordinate the response of other municipal departments and required resources;
 - Establishing prerequisites for informing the on duty senior officer on-call.
- Notification of the CEMC or alternate to activate the CFRP.

6.6.3 Operations Department

Under the authority of this CFRP the Operations Department of the Municipality of Clarington has responsibility for the following:

- Developing and implementing an operating guideline for a reported Flood Response that includes:
 - Pre-planning of the identified waterfront damage centres that includes garnering knowledge of the correct operation and location of spillways, barrier beach and evacuation routes;
 - Maintaining a cache of tools and equipment available for immediate deployment to a flood emergency;
 - Maintaining a stock of 40,000 sandbags, or a process for procuring sandbags and access to clean sand under emergency conditions. This may include keeping a stock of prebuilt sandbags;

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- Deploying filled sandbags to affected areas after consultation with the CEMC and the Emergency and Fire Services Department.
- Supporting the Fire and Emergency Services to maintain either the primary or secondary emergency evacuation route;
- Providing operational response regarding public safety and the protection of municipal infrastructure;
- Providing operational response by identifying municipal areas that may be vulnerable to flooding and responds to requests for deployment of municipal resources and personnel;
- Ensuring storm water management infrastructure (spillways and barrier beach) are maintained in operational condition during the emergency conditions; and
- Consulting with the CEMC and other agencies to implement a debris management plan on behalf of impacted residents and business owners.

6.6.4 Chief Building Official

Under the authority of this CFRP the Engineering Services Department of the Municipality of Clarington has responsibility for the following:

- Consulting with the CEMC to conduct inspections of evacuated premises and assisting with the coordination of re-occupation where damage of property is suspected.

6.6.5 Corporate Communications (Office of the Chief Administrative Officer)

Under the authority of this CFRP the Communications and Tourism Manager of the Municipality of Clarington has responsibility for the following:

- Supporting the implementation of the Municipality of Clarington Emergency Plan – Municipal Information Plan; and
- Supporting the implementation of the Municipality of Clarington Emergency Plan – Emergency Communications Plan.

6.7 Resource Information

Resource information to support the implementation of the Clarington Flood Response Plan is contained within Annex U of the Municipality of Clarington Emergency Plan. This includes:

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- Short-term Equipment Rentals;
- Contractor and supplies emergency contact information;
- Government Agencies and Associations; and
- Sandbag Suppliers.