



EMERGENCY MANAGEMENT

Planning Guide for Municipal Officials

TABLE OF CONTENTS

Contents

- TABLE OF CONTENTS2
- INTRODUCTION3
- EMERGENT ACTIVITY DURING AN EVENT.....4
- EMERGENCY MANAGEMENT.....4
- EMERGENCY MANAGEMENT PLANNING5
- EMERGENCY MANAGEMENT PLAN6
- ADDITIONAL PLANS 10
- Appendix 1..... 12
 - PROVINCIAL EMERGENCY MEASURES ORGANIZATION (NBEMO) 12
 - REGIONAL EMERGENCY OPERATIONS CENTRE 12
- Appendix 2..... 14
 - GLOSSARY 14
- Appendix 3..... 19
 - ACRONYMS 19
- Appendix 4..... 20
 - REFERENCES 20
- Annex A..... 21
 - ALL HAZARDS RISK AND VULNERABILITY ASSESSMENT (AHRVA) 21
- Annex B..... 26
 - EMERGENCY MANAGEMENT PLANNING TEAM 26
- Annex C..... 28
 - LOCAL EMERGENCY MEASURES ORGANIZATION 28
- Annex D 30
 - SUGGESTED FORMAT FOR THE EMERGENCY MANAGEMENT PLAN..... 30

INTRODUCTION

As a municipal official, you may run a chance of having to handle an emergency in your community. The emergencies could range from snowstorms and floods to chemical explosions or even earthquakes.

A century ago, communities struck by natural emergencies were generally self-sufficient enough to remain functional. But modern technology has made us far more vulnerable. As well, it has increased the likelihood of emergencies itself - witness the growing frequency of major chemical spills and industrial accidents. Canadian communities potentially face a variety of natural and manmade emergencies. The province has several industrial and engineering installations capable of endangering the surrounding population, should they malfunction. Hazardous materials travel routinely along provincial roads, rails and waterways. Forest fires are a constant threat in dry summers. Moreover, Canada has experienced major forest fires, floods and hurricanes within living memory.

As stated in the New Brunswick Emergency Measures Act, each municipality shall establish and maintain a municipal emergency measures organization; appoint a director of the municipal emergency measures organization and prescribe his or her duties which shall include the preparation of emergency measures plans for the municipality; appoint a committee consisting of members of its council to advise it on the development of emergency measures plans; prepare and approve emergency measures plans.

Your community may already possess some “emergency-handling” agencies such as police, fire departments, but could their resources accommodate an emergency? Equally important, does your municipality have an emergency plan, a coordinated network of people and equipment ready to function under emergency conditions?

Creating and testing an effective emergency plan is a complex procedure. Ideally, it is developed through a commitment from local officials, combined with input and support by regional and or provincial government agencies, including the Emergency Measures Organization (EMO).

The New Brunswick Provincial Emergency Measures Organization (NBEMO), through the Regional Emergency Management Coordinators (REMCs), helps communities prepare for, and cope with, emergency conditions. This organization co-ordinates emergency-related programs and activities within the government. It also works closely with community and volunteer organizations. NBEMO has both a centrally located head office and a team of REMCs who work with the local government representatives throughout the province.

Put simply, the purpose of the municipal emergency plan is to provide a coordinated response to an emergency, so as to ensure the preservation of life and the environment, and the protection of property. An emergency plan may never have to be used but is better to have one and not need it than to need it and not having one.

Nonetheless, if emergency does strike, being prepared will help in reducing damage to life and property.

Quote: “By failing to prepare, you are preparing to fail”

- Benjamin Franklin

EMERGENT ACTIVITY DURING AN EVENT

Emergent activity in emergency management refers to unplanned or unexpected actions taken by individuals or groups during an emergency situation. These actions may arise spontaneously or in response to changing circumstances, and they can have significant impacts on the overall outcome of the emergency response effort. It is important to plan for emergent activity in emergency management because it can either enhance or hinder the effectiveness of the response effort. On the one hand, emergent activity can facilitate more efficient and effective use of resources, better coordination among responders, and improved communication and information sharing. For example, in the aftermath of a natural disaster, local residents may spontaneously organize to help search for survivors or clear debris, which can help speed up the recovery process. On the other hand, emergent activity can also create new challenges and risks, particularly if it is not well-coordinated or if it conflicts with the overall response plan. For example, if untrained volunteers attempt to perform rescue operations or enter restricted areas, they could put themselves and others in danger, or they could disrupt critical operations or communication channels.

To address the potential risks and opportunities of emergent activity, emergency management planning should include strategies for anticipating, monitoring, and responding to unplanned actions or changes in the situation. This can include establishing clear lines of communication and coordination among responders and the community, identifying potential sources of emergent activity, and developing contingency plans to address unforeseen events or challenges. By planning for emergent activity, emergency management organizations can help ensure that the response effort is as effective and efficient as possible, while minimizing risks to responders and the public.

EMERGENCY MANAGEMENT

Emergency management is the managerial function charged with creating the framework within which communities reduce vulnerability to hazards and cope with disasters.

An effective Emergency Management Plan is generally characterized in the following terms:

- **Comprehensive** – Considers and takes into account all hazards, all phases, all stakeholders and all impacts relevant to disasters.
- **Progressive** – Anticipates future disasters and takes preventive and preparatory measures to build disaster-resistance and disaster-resiliency.
- **Risk-Driven** – Uses sound risk management principles (hazard identification, risk analysis and impact analysis) in assigning priorities and resources.
- **Integrated** – Helps ensure unity of effort among all levels of government and all elements of a community.
- **Collaborative** – Creates and sustains broad and sincere relationships among individuals and organizations to encourage trust, advocate a team atmosphere, build consensus and facilitate communication.
- **Coordinated** – Synchronizes the activities of all relevant stakeholders to achieve a common purpose.
- **Flexible** – Uses creative and innovative approaches to solving challenges.
- **Professional** – Values a science- and knowledge-based approach founded on education, training, experience, ethical practice, public stewardship and continuous improvement.

EMERGENCY MANAGEMENT PLANNING

The middle of an emergency is not the time to begin emergency planning. Nor is it the moment to test an existing plan.

Developing an emergency management plan begins with an understanding of what can happen. Its success depends greatly on the information researched to identify all possible eventualities. Test the plan, both on paper and using exercises. Revise the plan periodically by incorporating updated data and facilities.

In other words, the more that the plan is exercised and updated, the better chance the community has to lessen any effects of potential emergencies.

The Municipal Emergency Measures Organization Director and its committee are responsible for ensuring their community develops emergency measures plans.

Producing such plans involves four categories of activity encompassing fifteen separate steps:

Organize. Create the legal and organizational structure that allows the planning process to get under way.

Research. Consider using governmental and other consultants to help analyze possible hazards. Determine tasks required for each hazard, assign jobs and evaluate available resources.

Develop. Consolidate information and write a detailed plan. Obtain approval for the plan and train personnel where needed.

Test. Test workability and efficiency of the plan. Pinpoint weaknesses and make necessary revisions.

EMERGENCY MANAGEMENT PLAN

The following expands upon the fifteen individual steps required to create an effective emergency plan.

STEP 1 – PASS THE BY-LAW

The Municipal Council must pass a bylaw authorizing the development of an emergency plan (Section 10 (1) (a) Local Governance Act). The bylaw should enable Council to:

- Appoint a Standing Committee of Council comprising two or more elected officials
- Appoint an Emergency Measures Director
- Establish a Municipal Emergency Measures Organization
- Allocate financial support for extraordinary expenses incurred during emergency conditions

STEP 2 – APPOINT STANDING COMMITTEE OF COUNCIL

Once the bylaw is passed, appoint two or more council members to become the Standing Committee of Council. They will oversee maintenance and development of the plan. As well, they may negotiate mutual aid agreements with neighbouring communities to share resources during an emergency.

STEP 3 – APPOINT PERSONNEL

1. Appoint Emergency Measures Director

Ideally, the Emergency Measures Director should possess a sound knowledge of the community's resources, facilities and agencies. The Director's duties are to:

- Prepare an estimate of expenses required to operate and maintain the community's emergency organization
- Coordinate training programs and exercises, and prepare regular public information forums
- Make recommendations reference: effectiveness of emergency plan to the Head of the Standing Committee of Council
- Develop plans for handling unusual emergency activities (e.g., containing chemical spillage) not normally handled by existing municipal services
- Coordinate with regional and provincial counterparts

2. Appoint Emergency Planning Committee

The Emergency Measures Director acts as chairman of the Emergency Measures Planning Committee. The Emergency Measures Planning Committee comprises representatives from all municipal government departments with emergency-related functions. These include police, fire, engineering, health and community services, transportation, public works, communications, public information, utilities, finance, legal and any other agency that could be called upon during an emergency. Members should be the chief or head of each department. In smaller communities where certain departments do not exist, volunteers, preferably qualified, may be appointed.

The Emergency Planning Committee is responsible for creating the emergency plan. Each departmental representative, assisted by the Director, develops that part of the plan for which his or her service is responsible.

STEP 4 – CONSULT NBEMO

The emergency plan will become one in a chain of similar plans produced on a regional, provincial and federal level. NBEMO can explain how your municipality fits into the overall picture, and what additional resources might be made available.

NBEMO through the Regional Emergency Management Coordinators (REMCs) may also assist the committee in developing the plan. However, they cannot do the planning for you. You or others living in the community are acquainted with its facilities, and resources as well as local geographic, industrial, meteorological and other conditions. Thus, you are the best judges of what should be included in the emergency plan.

STEP 5 – REINFORCE THE AIM

Reinforce the aim by:

- Providing a coordinated response to an emergency, thereby ensuring the preservation of life and the environment, and the protection of property.
- Holding group discussions to ensure that all planning group members remain clearly aware of the aim. Too often, people can lose sight of their work's purpose, and become sidetracked in unnecessary research or other activities.

STEP 6 – HAZARD VULNERABILITY RISK ANALYSIS (HVRA)

The HVRA is to help make risk-based choices to address vulnerability, mitigate hazards and prepare for response and recovery from disasters.

Substantial research is required to determine all man-made and natural hazards that potentially could affect the community.

This crucial step is further explained in [Annex A of this planning guide](#).

STEP 7 – DETERMINE AND ASSIGN TASKS AND ACTIONS

In Step 6, you determined potential hazards and their related effects upon the community. Next, the Emergency Planning Committee must create a list of actions required to address each effect. Most of the actions or tasks fall under one or other department or agency such as fire, police, engineering, etc.

Divide the task list among committee members according to each member's area of responsibility (see Step 3 (2)). Committee members will then assign the tasks to suitable community member(s). In most cases, the task is simply an extension of the person's normal everyday duties.

STEP 8 – EVALUATE RESOURCES VS TASKS

A community emergency plan is only as good as that community’s ability to carry it out. The committee knows - in theory - how it would handle a variety of emergency situations.

- Could the community resources actually support the tasks identified?

Have the Planning Committee discuss the following items, and perform further research where required.

- Can the community respond to more than one emergency situation at a time?
- Where could the community obtain additional people and equipment, if needed?
- Could the community medical support system handle emergencies?
- Is there an efficient communications and transportation system in place?

If resources are not adequate, attempt to negotiate a mutual aid package with neighbouring communities. Examine their emergency plans to see what you might have missed, or where you might assist them. Two communities handling one emergency situation together can often fare better than two single communities operating alone.

STEP 9 – DETAILED PLANNING

Begin writing the emergency plan, based on the research and information obtained in steps 1 through 8.

There are 6 suggested parts to the plan (see annex D for details):

Part 1 – Introduction

Part 2 – Risk environment

Part 3 – Concept of operations

Part 4 – Roles and responsibilities

Part 5 – Resources

Part 6 – Plan testing, review and maintenance

Appendices (contingency plans, evacuation plan, shelter plan, mutual aid...) *See additional plans on page 10.*

The plan provides a concept of operations and outlines a chain of command and guidelines for implementation, direction and control. It also lists responsibilities, names, addresses, telephone numbers and resources available.

Meanwhile, each committee member prepares a detailed Part 4 to be followed by the department, service or agency that he or she represents (step 7). The plans must:

- Outline immediate responsibilities and actions of that agency/department.
- List available personnel and other resources and how they would be activated during an emergency situation.
- State the duties for all personnel involved.
- Outline alerting and assembly instructions including telephone fan-out charts.

STEP 10 – CONSOLIDATE INFORMATION

The Director will consolidate the information from everyone and create the proposed Emergency Management Plan following the suggested format.

STEP 11 – PRESENT THE PLAN TO STANDING COMMITTEE

The Director presents the working plan to the Standing Committee of Council, appointed by the Municipal Council to oversee the development and maintenance of the plan.

STEP 12 – PRESENT THE PLAN TO COUNCIL

The Standing Committee of Council reviews the plan before presenting it to Council for approval. Council may suggest some revisions to the plan at this point.

STEP 13 – REVISION AND APPROVAL (If required)

If changes are required, the Standing Committee makes the necessary revisions, and presents the revised plan to Council for final approval.

STEP 14 – EDUCATION AND TRAINING

Once the emergency plan is completed and approved by council, the heads of departments and agencies must ensure that all individuals who are part of the emergency plan are familiar with their designated tasks. Further education and training might be required for people to feel competent and comfortable with their roles in the plan.

NBEMO offers a variety of courses in emergency management and the course calendar and applications can be found on their web site. The REMC can provide advice and guidance and the type of training needed.

STEP 15 – EXERCISE AND MAINTAIN THE PLAN

An emergency plan is only as good as the community's ability to carry it out. It is not enough to have a written plan. It must be tested.

The tabletop exercise begins by assembling the emergency operations group and deciding upon a fictitious emergency. Put the plan into action and in full detail. This exercise helps to pinpoint areas requiring revision or improvement. Next, undertake a live exercise using all community services and facilities involved in the plan. Ensure that any recommendations/improvements to the plan is incorporated.

Maintain the plan by establishing a yearly review with the emergency planning committee. Ensure all information is updated and current. Also include any improvement recommendations.

Substantial work is needed to properly test an emergency plan. Nonetheless, the effort put into exercising an event will be repaid many times over should you ever have to face the real thing. Lessons learned today may

well help to save lives and property in the future. NBEMO can provide assistance and mentoring in the planning and execution of an exercise.

ADDITIONAL PLANS

Contingency Plans

Contingency plans are arrangements and checklists for specific emergencies for which a municipality has a specific and considerable vulnerability:

What agencies should be involved and what is their role?

What resources are needed to manage such an emergency?

What skilled or qualified personnel are needed to respond effectively and how can they be reached?

If those personnel or resources are unavailable locally, what other municipalities, agencies, or organizations have the specialized equipment or skills?

Evacuation Plan

Every municipality should have a contingency plan for an evacuation attached to the Municipal Emergency Management Plan. Sudden emergencies such as a hazardous material spill, a forest fire, hurricane or flood may require the municipality to evacuate all or part of their residents quickly and for an extended period of time. It is far easier to plan in advance how you will proceed with an evacuation than to try and respond without a plan in place.

Crisis Communications

The effectiveness with which emergency information is gathered, correlated and disseminated to the public is an essential element of a successful emergency response. The public has a right to know what has occurred, what is being done and where to get more information in advance of, during, and following an emergency. The Crisis Communications plan may be activated all or in part during a situation which endangers the safety of persons, property or which results or may result in a disruption or breakdown in the flow of essential goods and services within the municipality.

The purpose of the Municipal Crisis Communications Plan is as follows:

- To ensure that timely and accurate information is provided to the public, and officials, by the Municipal government during an emergency situation.
- To enable the coordination and distribution of all public information related to the emergency.
- To enable the identification of personnel, procedures and resources required to implement this plan.
- To coordinate operating procedures for sharing information with the public, media and authorities within the municipality in the event of an emergency.

Recovery Plan

The objective of planning activities associated with the recovery component of EM is to provide for the restoration and continuity of critical services and operations. Accordingly, the planning team may wish to consider:

- Including arrangements or other measures for providing recovery assistance to provincial/territorial governments in support of the EMP; and
- Undertaking post-recovery analysis and incorporating lessons learned and best practices into regular reviews of the EMP.

Shelter Plan

A shelter plan

Business Continuity Plan (BCP)

A Business Continuity Plan guides the actions and decisions of staff of a municipality and facilitates efforts to ensure effective continuation of recovery of all essential services.

An all-encompassing term that includes the development and timely execution of plans, measures, procedures, and arrangements to ensure minimal or no interruption to the availability of critical services and assets.

Appendix 1

PROVINCIAL EMERGENCY MEASURES ORGANIZATION (NBEMO)

The New Brunswick Emergency Measures Organization (NBEMO) promotes the development of emergency programs at all levels of government encompassing prevention, preparedness, response and recovery. The organization leads the coordination of provincial emergency operations, assists rural districts, municipalities and regional service commissions with resources, encourages a cooperative, harmonized approach to operations to facilitate resource and information sharing.

Areas of Responsibility:

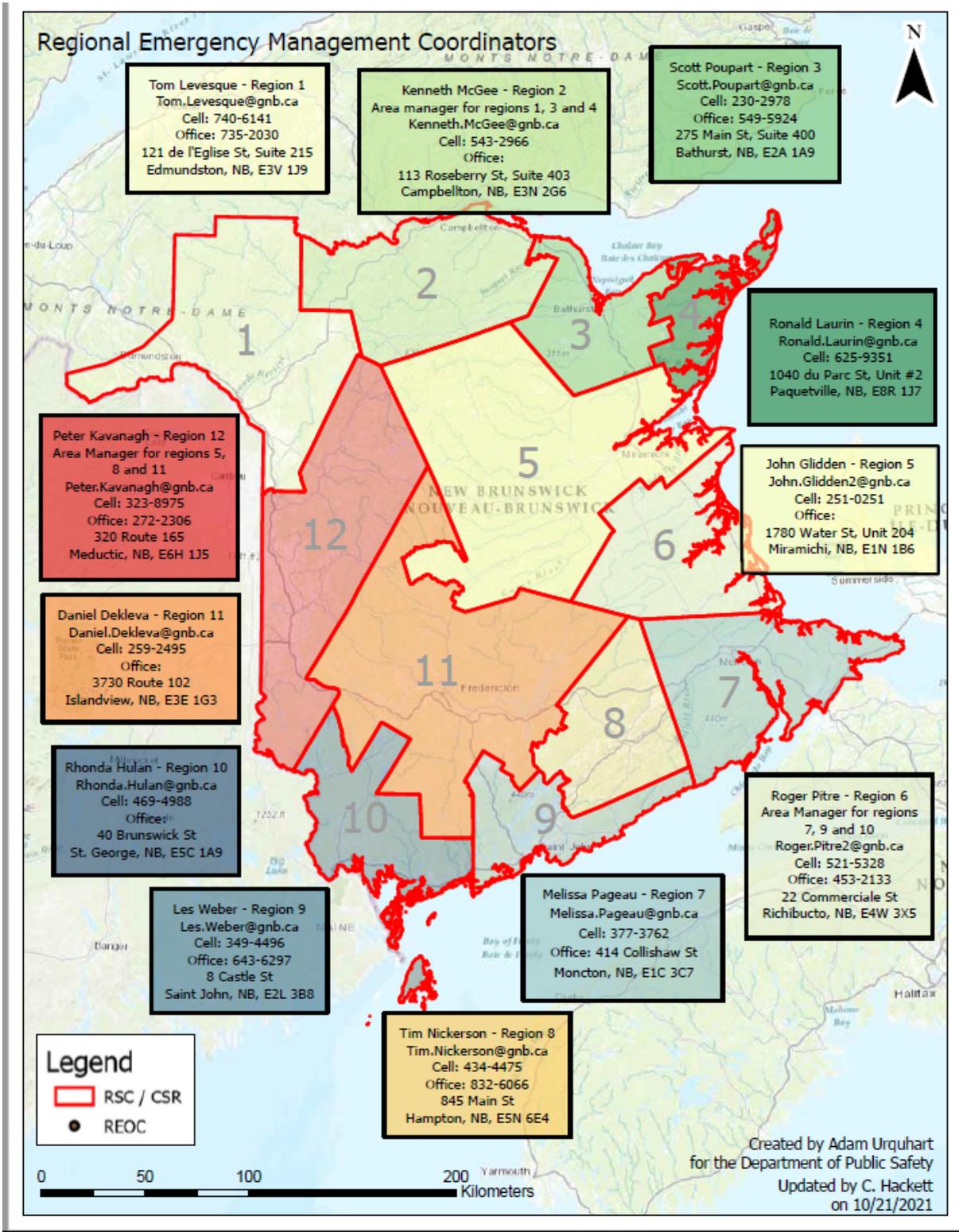
- Administers the Emergency Measures Act
- Community planning and preparedness
- Emergency preparedness and training
- Point Lepreau emergency planning
- Provincial Emergency Operation Centre
- Disaster Financial Assistance

REGIONAL EMERGENCY ACTION COMMITTEE (REAC)

Regional level resources coordinated by the NBEMO Regional Emergency Management Coordinators (REMC) and Regional Emergency Action Committees (REAC). This includes:

- Developing and implementing regional plans and procedures for an integrated regional response to emergencies.
- Assuming direction and control as authorized by the Director of NBEMO:
 - Only when municipal or local authority does not exist;
 - Only when municipal or local authority requests and the Minister of Justice and Public Safety authorizes direct action;
 - Only when the event is of such magnitude that it is clearly beyond the capability of local authorities; and
 - Only when the action required in dealing with the emergency rests with the province or a department, e.g., large scale health or environmental emergency.

- Map of regions



Appendix 2

GLOSSARY

After Action Review (AAR). The AAR captures the immediate recollections of importance for inclusion in a required after-action report available to local, regional, and provincial EM departments; records recommendations for improvement based on lessons learned in the incident response and realized in the hot wash and review of incident documentation from the EOC.

All-Hazards Approach. An emergency management approach that recognizes that the actions required to mitigate the effects of emergencies are essentially the same, irrespective of the nature of the incident, thereby permitting an optimization of planning, response and support resources.

All Hazard, Risk and Vulnerability Assessment (ARVA). The all-hazards risk and vulnerability assessment helps guide decisions to mitigate, prepare, respond and recover from hazards that pose a risk to the region. The results are the cornerstones of the planning process and will be used to develop planning priorities and help make risk-based choices to address vulnerabilities, mitigate hazards, and prepare for response and recovery from disasters. Using risk scores as a guide, the prioritization of hazards can begin.

Business Continuity Planning. An all-encompassing term that includes the development and timely execution of plans, measures, procedures, and arrangements to ensure minimal or no interruption to the availability of critical services and assets.

Critical Infrastructure (CI). Critical infrastructure refers to processes, systems, facilities, technologies, networks, assets and services essential to the health, safety, security or economic well-being of Canadians and the effective functioning of government. Critical infrastructure can be stand-alone or interconnected and interdependent within and across provinces, territories and national borders. Disruptions of critical infrastructure could result in catastrophic loss of life, adverse economic effects, and significant harm to public confidence.

Concept of Operations. Concept of operations provides a framework to operationalize horizontal management and an effective governance structure and delineates clear roles and responsibilities of the principal committees and individuals central to each phase of the incident management process.

Designated Alternate. An individual to whom responsibility and authority for a particular function, normally performed by another individual, has been officially delegated.

Disaster. An event that results when a hazard impacts a vulnerable community in a way that exceeds or overwhelms the community's ability to cope and may cause serious harm to the safety, health or welfare of people, or damage to property or the environment.

Emergency. A present or imminent event that requires prompt coordination of actions concerning persons or property to protect the health, safety or welfare of people, or to limit damage to property or the environment.

Emergent Situation. Events that are growing and developing and may become an emergency.

Emergency Management. The field responsible for developing, maintaining, and allocating resources related to emergencies, “including all activities and risk management measures related to prevention, mitigation, preparedness, response, and recovery”.

Emergency Management Plan. Any plan, program or procedure prepared by the province or a municipality, as the case may be, that is intended to mitigate the effects of an emergency or disaster and to provide for the safety, health or welfare of the civil population and the protection of property and the environment in the event of such occurrences.

Emergency Operations Centre (EOC). A centralized location where stakeholders from different departments and agencies come together to coordinate response and recovery activities and resources during an emergency.

Emergency Plan. An official plan that outlines assigned responsibilities, actions, and procedures needed in the event of an emergency.

Emergency Preparedness Committee (EPC). The team empowered to create an emergency response plan.

Emergency Program. An organized portfolio of emergency management activities that help a community prepare for, respond to, and recover from emergencies.

Emergency Response. The provision of emergency services and public assistance or intervention during or immediately after an incident in order to protect people, property, the environment, the economy, and/or services; may include the provision of resources such as personnel, services, and/or equipment.

Emergency Operations Centre Director (EOC Dir). The individual in charge of the EOC as appointed by council.

Emergency Shelter. A publicly operated facility providing temporary or transitional accommodation for individuals or families without access to their normal place of residence and who have no other immediate options.

Emergency Social Services. Five services provided in an emergency either by the Canadian Red Cross or the Department of Social Development. These services are registration and inquiry, lodging, feeding, clothing and personal services.

Evacuation. An organized and supervised temporary relocation of people from a neighbourhood or other area threatened or affected by a hazard to a place of safety.

Hazard. A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption, or environmental degradation.

Hot Wash. A debriefing session held immediately after an exercise or incident to identify the strengths and weaknesses of plans, policies, and procedures.

Incident An event caused by either human action or a natural phenomenon that requires a response to prevent or minimize loss of life or damage to property or the environment and reduce economic and social losses.

Incident Command Post (ICP). The field location where the primary functions are performed. The ICP may be co-located with the incident base or other incident facilities.

Incident Command System. A standardized on-scene emergency-management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries.

Incident Commander. The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources.

Municipal Emergency Plan. The document approved by Council defining the high-level policies to mitigate, prepare for, respond to and recover from emergencies.

Mitigation. Actions taken to reduce the impact of disasters to protect lives, property, and the environment, and to reduce economic disruption.

Mutual Aid / Mutual Assistance Agreement. Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

NO DUFF. A phrase meaning “this is not a drill”; often used in exercises, from military slang meaning the same.

Non-Governmental Organization. A non-profit organization that serves a public purpose, that is based on the interests of its members and that may work cooperatively with a government but is not created by one.

Preparedness. Actions taken prior to an event to be ready to respond to it and manage its consequences.

Prevention. Actions taken to eliminate the impact of disasters to protect lives, property, and the environment, and to avoid economic disruption.

Public Alerting. Activities required to advise the population of a time sensitive life-threatening events providing the public with needed details.

Public Information Officer (PIO). The individual responsible for all official communication with the public and the media on behalf of the community.

Reception Centre. A location where evacuees are received, documented, assessed for personal needs and referred.

Recovery. Emergency management (EM) recovery refers to the process of restoring and rebuilding affected communities, infrastructure, and systems following an emergency or disaster. It involves the long-term efforts aimed at achieving a sustainable and resilient recovery, facilitating the return to normalcy, and addressing the physical, economic, social, and psychological impacts of the event.

Resilience. The capacity of a system, community, or society to adapt to disruptions resulting from hazards by persevering, recuperating, or changing to reach and maintain an acceptable level of functioning.

Response. Response refers to the immediate actions and activities undertaken to address an emergency or disaster as it unfolds. It involves mobilizing resources, personnel, and systems to mitigate the impacts of the event, protect lives and property, and support affected individuals and communities.

Risk. The combination of the likelihood and the consequence of a specified hazard being realized; refers to the vulnerability, proximity, or exposure to hazards, which affects the likelihood of adverse impact.

Risk-Based. The concept that solid emergency management decision-making will be based on an understanding and evaluation of hazards, risks and vulnerabilities.

Risk Management. The use of policies, practices, and resources to analyze, assess and control risks to health, safety, the environment, and the economy.

Shelter-in-Place. Occupants within the building remain indoors until given further instructions.

Single Resources. A single resource is generally deployed on an individual basis during the initial response phase; this could be an individual, a piece of equipment and its operator, or a team or crew of individuals with a designated supervisor.

Situational Awareness. The continual process of collecting, analyzing, and disseminating intelligence, information and knowledge to allow organizations and individuals to anticipate requirements and to prepare appropriately.

Situation Report (Sitrep). A report that provides current information about an emergency, immediate and future response actions, an analysis of the impact of the emergency and issues identification.

Stakeholder. Any individual, group, or organization that might affect, be affected by, or perceive itself to be affected by the emergency.

State of Emergency. A "State of Emergency" refers to a legal declaration made by a federal, provincial, or territorial government to grant authorities certain powers and flexibility in responding to a severe and exceptional situation. It is a mechanism used to ensure the protection of public safety, welfare, and the efficient allocation of resources during times of crisis or imminent threat.

State of Local Emergency (SOLE).

A "State of Local Emergency" refers to a legal declaration made by a local government, such as a municipality or regional district, to address significant emergencies or disasters that exceed the local jurisdiction's capacity to respond effectively. It grants local authorities' certain powers and resources to manage and coordinate emergency response efforts within their specific area.

A declaration of State of Local Emergency empowers municipal officials to conduct activities defined in the Article 13 of the New Brunswick Emergency Measures Act.

Threat. The presence of a hazard and an exposure pathway. A threat may be natural or human-induced, accidental, or intentional.

Vulnerability. A condition or set of conditions determined by physical, social, economic, and environmental factors or processes that increases the susceptibility of a community to the impact of hazards.

Appendix 3

ACRONYMS

AAR – After Action Review
AHRA – All-Hazards Risk Assessment
BCP – Business Continuity Plan
CI – Critical Infrastructure
CONOPS – Concept of Operations
DFAA – Disaster Financial Assistance Arrangements
EM – Emergency Management
EMP – Emergency Management Plan
EOC – Emergency Operations Centre
GSAR – Ground Search and Rescue
HAZMAT – Hazardous Material
HVRA – Hazard, Vulnerability Risk Analysis
IC – Incident Commander
ICS – Incident Command System
MEOC – Municipal Emergency Operations Centre
PEOC – Provincial Emergency Operations Centre
REMC – Regional Emergency Management Coordinator
REOC – Regional Emergency operations Centre
SAR – Search and Rescue
SITREP – Situation Report
SOP – Standard Operating Procedures
TOR – Terms of References

Appendix 4

REFERENCES

Federal	
Emergencies Act	Emergencies Act (justice.gc.ca)
Emergency Management Act	Emergency Management Act (justice.gc.ca)
An Emergency Management Framework – Third Edition	An Emergency Management Framework for Canada - Third Edition (publicsafety.gc.ca)
National Emergency Response System	National Emergency Response System (publicsafety.gc.ca)
Federal, Provincial, and Territorial Emergency Management Strategy Interim Action Plan 2021-22	Federal, Provincial, and Territorial Emergency Management Strategy Interim Action Plan 2021-22 (publicsafety.gc.ca)
Disaster Financial Assistance Arrangements (DFAA)	Disaster Financial Assistance Arrangements (DFAA) (publicsafety.gc.ca)
Provincial	
NB Emergency Measures Act	2011, c.147 - Emergency Measures Act (gnb.ca)
Basic Emergency Management Course	EMO - Course Descriptions (gnb.ca)
Local Governance Act	SNB 2017, c 18 Local Governance Act CanLII
Local	
By-Law	

Annex A

ALL HAZARDS RISK AND VULNERABILITY ASSESSMENT (AHRVA)

Introduction

The AHRA process is to identify and assess risks in a standardized fashion using a common set of principles and steps. The assessment of risks should be conducted on an annual basis with the identification of all potential hazards.

By assessing the risks associated with all-hazards, efforts may be broadly effective in reducing the impact to people, property and the environment.

Steps to the AHRA (Apply to each hazard):

- Identify the potential hazards;
- Determine the probability (likelihood);
- Determine the potential consequences;
- Calculate the risk;
- Establish the risk threshold;
- Describe potential hazards, possible effects and immediate actions; and
- Plan accordingly.

Risk Assessment Steps

Calculate the risk

The combination of the probability and the consequence of a specified hazard being realized; refers to the vulnerability, proximity or exposure to hazards, which affects the likelihood of adverse impact.

Risk = Hazard (History + Probability) X Vulnerability (Affected Population + Environment/Ecosystem + Infrastructure and Critical Infrastructure (Exposure Duration))

Determine the probability (Score 1 to 5)

Score	History	Probability
1	Last occurrence more than 1000 years ago	Not expected in the next 1000 years
2	Last occurred between 101 and 1000 years ago	Not expected in the next 100 but within 1000 years
3	Last occurred between 51 and 100 years ago	Not expected in the next 50 but within 100 years
4	Last occurred between 11 and 50 years ago	Not expected in the next 10 but within 50 years
5	Occurred at least once in last 10 years	Expect at least once in next 10 years

Determine the potential consequences (Score 0 to 5)

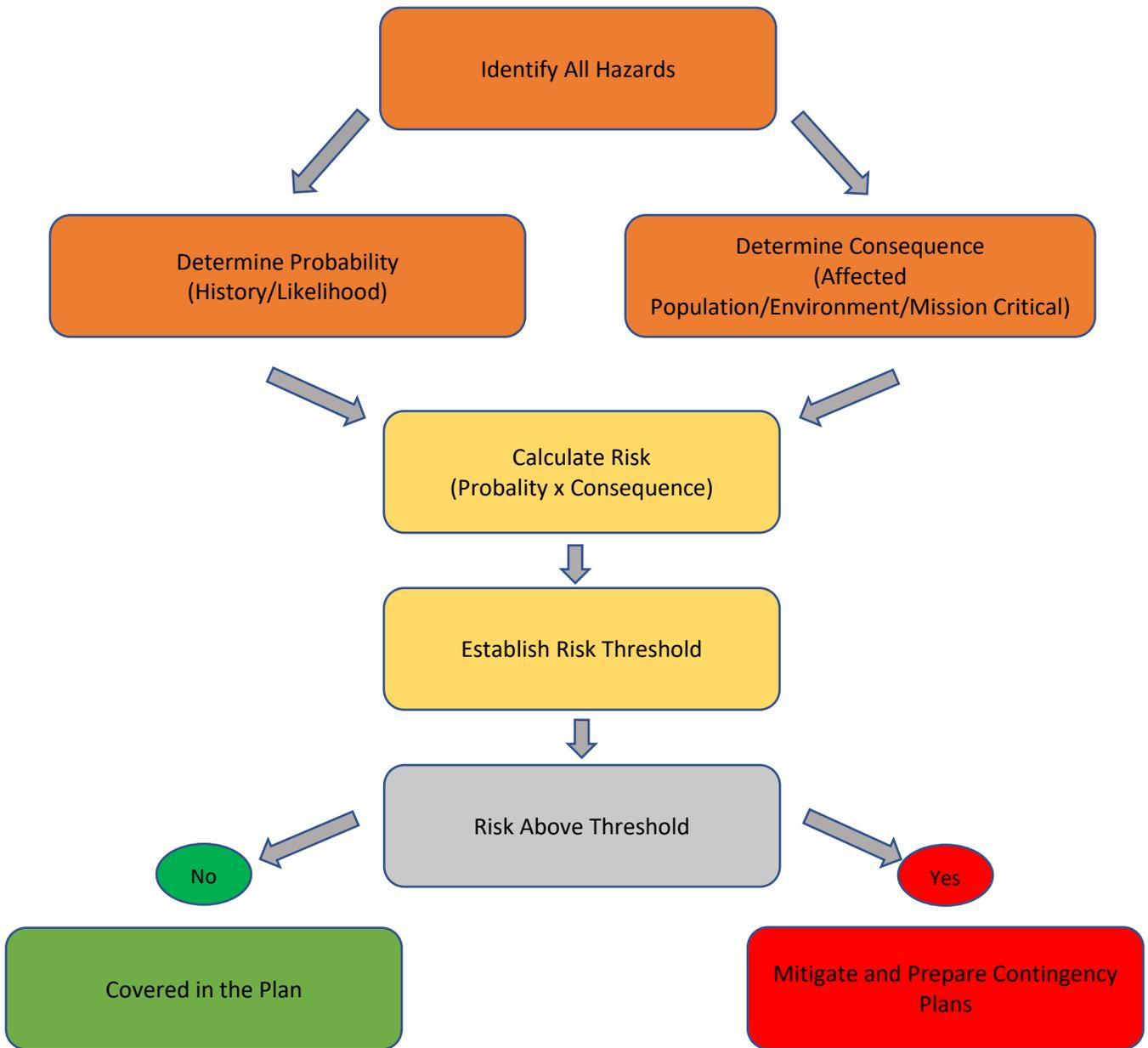
Score	Affected Population <small>(Considers people impacted and/or people injured or killed)</small>	Natural Environment and Ecosystem	Infrastructure/Critical Infrastructure <small>System / facility / resources Exposure/duration)</small>
0	No impact	No impact	No impact
1	1 – 1,000 people impacted	Minimum impact less than 24 hrs	Short – term within 3 hrs
2	1,001 – 5,000 people impacted	Moderate impact less than 24 hrs	Moderate impact within 24 hrs
3	5,001 – 50,000 people impacted	Significant impact period of 1 week	Significant between 24 hrs – 7 days
4	50,001 – 150,000 people impacted	Major impact > 7 days	Major disruption 7 -14 days
5	> 150,000 people impacted	Severe impact	Severe > 14 days

Note: Affected pop. includes those possibly injured and or killed.

Establish the risk threshold

A threshold to determine what hazards will be covered under the plan and what hazards require a specific contingency plan. The risk threshold is established by the Emergency Management Director based on the analysis. For example, a risk threshold established at 80 or higher would require a specific contingency plan.

ALL-HAZARDS RISK ANALYSIS PROCESS



Potential Hazards (Suggestions)

Active shooter/attacker	Flash Flood (Pluvial)
Air Quality	Flood (Fluvial)
Aviation Incident	Fuel Shortage
Blizzard / Ice Storm	Hazardous Materials / Chemical Incident
Bridge Collapse	Hurricane / Post-Trop Storm / Tornado
Civil Disorder	Landslide
Communication Equip Failure	Marine Incident
Critical Infrastructure Interruption	Marine Pollution
Dam Breach-(Major-Failure)	Mass Gathering
Disease/Epidemic/Pandemic	Mine Incident
Drought	Radiological / Nuclear Incident
Earthquake (4.0+)	Rail Incident
Engineering Failure	Security Threat Cyber
Erosion	Security Threat Terrorism
Explosion	Transportation Incident
Extreme Temperatures	Wildfire, Urban Interface
<i>(Add hazards as required)</i>	<i>(Add hazards as required)</i>

Risk Calculations

Hazards and Effects	Probability			Potential Consequence				
	History	Likelihood	Total Score	Affected Pop.	Enviro/ Ecosystem	Infrastructure/ Critical Infra.	Total Score	Risk
	(1-5)	(1-5)	(B + C)	(0-5)	(0-5)	(0-5)	(E+F+G)	(D x I)
A	B	C	D	E	F	G	I	J
Active shooter/attacker								
Air Quality								
Aviation Incident								
Blizzard / Ice Storm								
Bridge Collapse								
Civil Disorder								
Communication Equip Failure								
Critical Infrastructure Interruption								
Dam Breach-(Major-Failure)								
Disease/Epidemic/Pandemic								
Drought								
Earthquake (4.0+)								
Engineering Failure								
Erosion								
Explosion								
Extreme Temperatures								

Flash Flood (Pluvial)								
Flood (Fluvial)								
Fuel Shortage								
Hazardous Materials / Chemical Incident								
Hurricane / Post-Trop Storm / Tornado								
Landslide								
Marine Incident								
Marine Pollution								
Mass Gathering								
Mine Incident								
Radiological / Nuclear Incident								
Rail Incident								
Security Threat Cyber								
Security Threat Terrorism								
Transportation Incident								
Wildfire, Urban Interface								
(Add hazards as required)								
(Add hazards as required)								

Contingency Plans Required

The hazards identified that will require a specific contingency plan are:
From table above (List all)

Hazards	Risk

Annex B

EMERGENCY MANAGEMENT PLANNING TEAM

Terms of Reference Template

Background

Emergencies, disruptions and other threats have the capacity to endanger life, personal health and safety and property, and to disrupt service delivery to Canadians. NBEMO has adopted an all-hazards approach to emergency management, encompassing four interdependent, but integrated functions: prevention/mitigation, preparedness, response and recovery.

Under the NB Emergency Measures Act, we are to identify the risks that are within or related to the area of responsibility, including those related to critical infrastructure, and to prepare emergency management plans in respect to those risks; maintain, test and implement those plans; and conduct exercises and training in relation to those plans.

Team composition

The size of the planning team will depend on the communities' scope of operations, requirements and resources. Regardless of the size of the core planning team, it should seek input from the following areas:

How can all levels of management be engaged in evaluating and updating the plan? All functional program areas Corporate Services, including Human Resources, Occupational Health and Safety, Communications, Security, Legal, and Finance, as well as regional offices.

Mandate

Mission statement

On authority of the municipal by-law, the planning team develops and issues a mission statement. The statement:

Defines the purpose of the plan and indicates that it will involve the entire organization; and defines the authority and structure of the planning group.

Schedule and budget

One of the first tasks of the planning team is to establish a work schedule and planning deadlines. Timelines can be modified as priorities become more clearly defined. Develop an initial budget for such things as training, research, workshops and other expenses that may be necessary during the development process.

Governance

This section outlines the "governance structure" of the planning team and may involve expansion on separate terms of reference for key team members, such as the planning team leader.

At a minimum, this section should outline the reporting chain for the planning team.

Meetings

This section outlines how many meeting that the planning team will undertake and can include a draft schedule for those meetings (e.g., “The planning team will meet every two weeks…”).

Work Plan

This section provides a high-level overview of the planning team's work plan and should include the key initiatives, such as delivery of the draft emergency management plan to senior management.

Deliverable(s)

This section provides an outline of the key deliverables that the planning team is expected to provide and may include details on the format of those deliverables (e.g., PowerPoint presentation to senior management).

Resources and support

This section provides details on the resources and support that the planning team requires as well as information on how those assets/resources will be allocated.

Partner with your communications branch in the development of a communications plan to support internal notification and/or public emergency communications so that a protocol and approach is worked out prior to any situation.

Emergency Management Planning Team Leader

Terms of Reference

Responsibility: This position will primarily be responsible for leading the team that will develop the plan.

Activities may include:

- Task management;
- Facilitation of stakeholder meetings;
- Data collection and analysis;
- Development of concepts of operations;
- Coordination of other integral planning documents; and
- Oversight over the development of plan annexes to support communications and notification, emergency public information, and resource management and logistics.

Annex C

LOCAL EMERGENCY MEASURES ORGANIZATION

Emergency Measures Director

Responsibilities may include:

- Management of the Local EMO activities in accordance with duties set out in the local Bylaw
- Arranging for regular Local EMO meetings
- Arranging training for the Local EMO
- Facilitating the development and approval the Emergency Plan
- Arranging for annual updating and validation of the Emergency Plan
- Submitting the updated Emergency Plan to NBEMO
- Developing and implementing public awareness and education activities
- Chairing the planning and operational activities of the Local EMO
- Submitting request for assistance to the Regional Emergency Management Coordinator where necessary
- Ensuring good public communications for community residents
- Working with the Regional Emergency Management Coordinator throughout emergency management activities
- Leading all Local EMO activities

Council

Responsibilities may include:

- Through the authorities flowing from the NB Emergency Measures Act, declare/cancel a State of Local Emergency based on advice from the Local EMO;
- Liaise with elected officials of other governments;
- Coordinate with the Local EMO to share information with community residents; and
- Appoint a local government spokesperson to communicate with the media and residents throughout duration of an emergency event.

Local Emergency Measures Organization

Responsibilities may include:

Mitigation and Prevention

- Investigating mitigation options for top hazards identified in the Emergency Plan
- Preparing for and mitigating against known hazards (eg. Investigating insurance, relocating hazardous materials and equipment outside of hazard zone)
- Recommending Council implement zoning bylaws and/or building code requirements in line with hazard risk mapping where appropriate

Preparedness

- Developing and updating the Emergency Plan annually as required by the NB Emergency Measures Act
- Practicing and making improvements to the Emergency Plan via tabletop or live exercise
- Issuing public awareness and communications materials to residents ahead of high-risk periods
- Monitoring current or imminent risk conditions

Response

- Notifying NBEMO through the REMC of an emergency event or imminent emergency event
- Determining and conducting appropriate responses in line with the Emergency Plan
- Notifying the public of the emergency and keeping them informed throughout an emergency
- Requesting support if required from the NBEMO or other partners

Recovery

- Assessment of safety and essential services prior to allowing access to the disaster zone
- Keeping the public notified throughout evacuation period and notifying once it is safe to return home
- Ongoing communication with community government and provincial government officials as required through the REMC.

Annex D

SUGGESTED FORMAT FOR THE EMERGENCY MANAGEMENT PLAN

In order to develop an effective Emergency Management Plan, municipalities are encouraged to consider the following activities:

Draft the plan

The template comprises of six parts:

Part I: Introduction – Provides general information about the community, municipality's primary mandate/mission and clearly stated objectives, including the main goals of the plan and the method for attaining those goals. It should also provide an overview of any legislative requirements, limitations and authorities.

Part II: Risk Environment – Orientate, including the environmental scan, criticality/threat/vulnerability assessments, the all-hazards risk assessment and the municipality's ability to respond.

Part III: Concept of Operations – Forms the main part of the plan, provides the details on the EM governance structure, and assigns specific tasks for each phase of the EM process.

Part IV: Roles and Responsibilities – Identifies the functional roles and responsibilities of internal and external agencies, organizations, departments/government institutions and those pre-determined areas of responsibility that support the plan. It also identifies lines of authority for internal and external agencies, organizations, departments/government institutions and positions.

Part V: Logistical Support and Resource Requirements – Identifies logistical support and resource requirements (annexes may be used to expand as required). It also details any financial management and administrative requirements.

Part VI: Plan Testing, Review and Maintenance – Outlines the procedures to be followed with regards to exercising and reviewing the plan. It also describes how the plan will be updated based on after action reports and the Capabilities Improvement Process.

Annexes – Supporting plans (e.g., operational plans, regional EM plans, BCPs and Communications/media plans) can be included as appendices to the plan or can be issued as separate and stand-alone plans.

Possible annexes:

- Annex A: List of Existing EM-Related Plans (e.g., operational plans, regional EM plans, BCPs and communications/media plans)
- Annex B: Contingency Plans
- Annex C: Cross-Reference Table of Existing Plans by Identified Risks
- Annex D: Emergency Contact List
- Annex E: Mutual Aid Agreements
- Annex F: Glossary

Engage internal and external stakeholders

While writing the plan, it is important to once again engage internal and external stakeholders in order to have a comprehensive approach to plan development. This will also assist in open communications with key partners.

Update/refine the plan

Once stakeholder consultations are concluded, the final draft of the plan is prepared for review by senior management. Steps can include integration of comments from consultation.

Consider optimal planning timeline

In order to support the continued resourcing and relevance of the plan, municipalities should consider the optimal planning timeline for developing and reviewing the plan. It may be beneficial to align the plan planning cycle to the business planning cycle.

Seek senior management approval

The final step in developing the plan is to seek the approval of council. This will provide the authority for the plan to be implemented.