THE NOVA SCOTIA
EMERGENCY RESPONSE PLAN
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Foreword

Nova Scotia Emergency Response Plan

The Nova Scotia Emergency Response Plan was prepared in consultation with Provincial, Municipal and Federal stakeholders responsible for everyday management throughout the Province. It serves as the provincial response plan to direct an integrated Whole-of-Government approach to emergency management.

This plan serves to protect all Nova Scotians, their property and the environment by taking an “all-hazard” approach to emergency management.

The all hazard philosophy recognizes that the same comprehensive framework of Mitigation, Preparedness, Response and Recovery can be used to address the impact of all types of disasters. This gives the Emergency Management Office of Nova Scotia (EMO) the consistent approach to emergency management activities and promotes efficient use of all resources within the Province and elsewhere when required.

This plan defines the responsibilities of the three levels of government; Municipal, Provincial and Federal and assigns roles to Provincial Ministries, Agencies and Crown Corporations.

The Nova Scotia Emergency Response Plan is augmented by the Provincial Coordination Centre’s (PCC) standard operating procedures as well as individual provincial departmental emergency response plans, in order to provide the level of details required for a comprehensive emergency response.

The Emergency Management Office strives for strong leadership within the emergency management community and is dedicated to continuous improvements and enhancements to this plan, training and exercising and business continuity throughout government. Therefore this plan is a living document that will be amended as necessary through a planning process that is managed by the Emergency Management Office of Nova Scotia, (EMO NS) in consultation with emergency management partners throughout the province.

Honourable Mark Furey
Minister of Municipal Affairs

Dan McDougall
Deputy Minister
CHAPTER 1
General

1.1 Introduction

Emergency management in Nova Scotia is a shared responsibility, starting with individuals and families and continuing through municipal, provincial and federal levels of government. Increasingly severe weather events, increased use of transportation routes (land, air and marine), and population growth are some of the factors that contribute to the potential for emergency management scenarios.

The Province of Nova Scotia, through the Emergency Management Office, provides a provincial legislative framework to develop effective emergency management programs. In addition, we work with municipalities/communities, federal government, industry and the private sector to develop specific emergency strategies, plans and programs.

This document will describe the methodology for an effective, efficient and coordinated emergency management response for the Government of Nova Scotia.

1.2 Scope

This document is designed to guide actions and decisions in a provincial-level emergency response, whether it involves a response from a single department on a contained site or a fully coordinated, joint response involving many departments and multiple jurisdictions. It should be used in conjunction with established standard operating procedures for the Joint Emergency Operations Centre (JEOC) and may be implemented in whole or in part as the emergency requires.

Several sections are designated to address those functions considered vital in any emergency response such as emergency planning, command and control, communications and public information. While the Nova Scotia Emergency Response Plan addresses the response necessary to deal with those situations outlined in the provincial Hazard Risk and Vulnerability Assessment (HRVA), Nova Scotia is committed to an all-hazards approach planning methodology.
1.3 Relevant Legislation and Authorities

1.3.1 Federal

The federal government, through Public Safety Canada (PSC), is responsible for the national emergency response system. In the event of a nationally declared emergency event, the federal government can/will implement its Federal Emergency Response Plan (FERP) and will consult with provinces and territories through their regional offices.

*Emergency Management Act - Federal*

The Minister of Public Safety is responsible for exercising leadership relating to emergency management in Canada by coordinating, among government institutions and in cooperation with the provinces and other entities, emergency management activities. This Minister’s authorities include

- coordinating the Government of Canada’s response to an emergency
- coordinating the activities of government institutions relating to emergency management with those of the provinces and supporting the emergency management activities of the provinces, and through the provinces, those of local authorities
- establishing arrangements with each province whereby any consultation with its lieutenant governor in council with respect to a declaration of an emergency under an Act of Parliament may be carried out effectively
- coordinating the provision of assistance to a province in respect of a provincial emergency, other than the provision of financial assistance and the calling out of the Canadian Forces for service in aid of the civil power under Part VI of the National Defence Act
- providing assistance other than financial assistance to a province if the province requests it
- providing financial assistance to a province if: (i) a provincial emergency in the province has been declared to be of concern to the federal government under section 7, (ii) the Minister is authorized under that section to provide the assistance, and (iii) the province has requested the assistance
1.3.2 Provincial

The Province of Nova Scotia assumes an emergency management leadership role, to ensure the safety and security of Nova Scotians, their property and the environment by providing a prompt and coordinated response to an emergency. The following section outlines the legislative and regulatory framework associated with this responsibility:

*Emergency Management Act – Provincial*

The Minister of Emergency Management has authority over all matters respecting emergency planning, preparedness, response, mitigation, recovery and emergencies in the Province.

The Emergency Management Office has and shall exercise and perform such powers and duties as are vested in it by or under this Act and those assigned to it by the Minister.

The Emergency Management Office may, subject to the approval of the Minister

(a) review and approve, or require modification to Provincial and Municipal emergency management plans

(b) make surveys and studies to identify and record actual and potential hazards that may cause an emergency

(c) make surveys and studies of resources and facilities to provide information for the effective preparation of emergency management plans

(d) conduct public information programs related to the prevention and mitigation of damage during an emergency

(e) conduct training and training exercises for the effective implementation of emergency management plans

(f) procure food, clothing, medicines, equipment and goods of any nature or kind for the purposes of emergencies

(g) authorize or require the implementation of any emergency management plan
(h) enter into agreements with any persons, organizations or associations in respect to emergency management plans

Additionally, the Minister may

(a) divide the Province into districts and sub-districts for the purpose of this Act;

(b) after consultation with the municipalities concerned, designate a combination of municipalities or parts thereof as a municipality for the purpose of this Act and determine the respective responsibilities of municipalities in the designated area

(c) require municipalities to prepare emergency management plans, including mutual aid programs, and to submit such plans to the Emergency Management Office for review for adequacy and integration with the Provincial emergency management plans

(d) establish procedures for the prompt and efficient implementation of emergency management plans

(e) require any person to develop emergency management plans in conjunction with the Emergency Management Office or the municipalities to remedy or alleviate any hazard to persons or property...

The Minister may declare a state of emergency in respect to all or any district, sub-district or area of the province, if satisfied that an emergency exists or may exist, and after consulting, if it is practical to do so, with a majority of the members of a committee established pursuant to Section 5 or a quorum of the Executive Council.

1.3.3 Municipal

The Minister of Justice has delegated legislative obligations and responsibilities to municipalities within the province. These obligations will be listed under legislative authorities but will be expanded upon in Chapter 6, Municipal Emergency Management Responsibilities.

*Emergency Management Act – Provincial*

Within one year of the coming into force of this Act, each municipality shall
(a) subject to the approval of the Minister, establish and maintain a municipal emergency by-law

(b) establish and maintain a municipal emergency management organization

(c) appoint a coordinator of the municipal emergency management organization and prescribe the duties of the coordinator, which shall include the preparation and coordination of emergency management plans for the municipality

(d) appoint a committee consisting of members of the municipal council to provide advice on the development of emergency management plans

(e) prepare and approve emergency management plans

The municipality may

(a) pay the reasonable expenses of members of the organization or members of the committee appointed pursuant to clause (b) or (d) of subsection (1)

(b) enter into agreements with and make payments to persons and organizations for the provision of services in the development and implementation of emergency management plans

(c) enter into an arrangement or agreement with any other municipality respecting a common organization, plan or program

(d) appropriate and expend sums approved by it for the purpose of this section

Every municipality shall, immediately upon becoming aware of it, inform the Emergency Management Office of any real or anticipated event or emergency that could impact the health, safety or welfare of Nova Scotians, their property or the environment.

*(See Annex A: Provincial/Federal Acts and Legislation)*
1.4 Emergency Management Coordination

1.4.1 Lead Agency

The lead agency is the organization assigned by legislation, regulation, policy or a plan to lead in the emergency management of a specific emergency event. Depending on the nature of the event, there may be multiple lead agencies functioning under unified command.

1.4.2 Supporting Agency

A supporting agency is an organization assigned by legislation, regulation, policy or a plan to assist in the management of a specific emergency event. Supporting agencies provide general or specialized assistance to the lead agency.

1.4.3 Coordinating Agency

The assignment of the coordinating agency is crucial to the success of the emergency management system and the plan.

The coordinating agency is the organization assigned by legislation, regulation, policy or a plan to coordinate the efforts of different orders of government, supporting/logistic agencies and other emergency management partners (private sector, NGOs, etc.) to assist in the coordination of requests, allowing the lead agency to deal with the direct effects of the emergency event. Additionally, the coordinating agency is responsible for dealing with the indirect consequences of the specific event and ensuring public safety in non-affected areas of their jurisdiction.

The coordinating agency, at the municipal level, is the local municipal Emergency Management Organization (EMO) or in the case of regionalized communities the local Regional Emergency Management Organization (REMO).

The coordinating agency for the Province of Nova Scotia is the Emergency Management Office (EMO – NS).

The coordinating agency for the Government of Canada for national emergencies is Public Safety Canada (PSC).
CHAPTER 2

Nova Scotia Emergency Management Office

2.1 Mission, Vision and Mandate

2.1.1 Mission

By assuming a leadership role in emergency management, EMO will help ensure Nova Scotians live in a safe environment that contributes to their social and economic well-being.

2.1.2 Vision

To be recognized by our citizens for our integrity, innovation and responsiveness in administering high quality emergency management programs, while encouraging intergovernmental and international partnerships for greater governmental efficiency through effective mitigation, preparedness, response and recovery strategies.

2.1.3 Mandate

To ensure the safety and security of all Nova Scotians and their property by providing for a prompt and coordinated response to emergencies (Emergency Management Act).

2.2 Core Business Functions

EMO maintains four core business areas, all of which are guided by the four pillars of emergency management: mitigation, preparedness, response and recovery. These pillars and the programs administered by EMO to support them serve to protect Nova Scotians as they go about their daily lives.

2.2.1 Mitigation

The aim of mitigation is to eliminate or reduce the impacts and risks of hazards through proactive measures taken before and during an emergency event. Mitigation strategies can be either structural or non-structural in nature and can include building protective structures such as dams, dykes, berms, fire roads, dry
hydrants, etc. Non-structural examples include land-use management by-laws, public education, public alerting, etc.

2.2.2 Preparedness

Not all emergency events can be prevented or mitigated. Once a jurisdiction has exhausted their mitigation strategies, preparedness is the next level of readiness. Preparedness builds the capacity to effectively and rapidly respond to an emergency event that is threatening Nova Scotians’ safety, their property or the environment. Preparedness encompasses the planning, exercising, evaluating and education crucial to achieving a state of readiness.

2.2.3 Response

Response includes those action taken immediately before, during and after an emergency event, in order to manage its consequences and minimize suffering and loss. Response actions include, but are not limited to, multi-agency coordination, support of first responders, public information, evacuations, and search and rescue efforts.

2.2.4 Recovery

Recovery is the coordinated management of resources necessary to restore communities and conditions to a state of normalcy. Examples include the restoration of power, water management, return of evacuees, psychosocial counselling, financial assistance, etc.

2.3 EMO Organizational Structure and Chart

2.3.1 Organizational Structure

EMO is a division of the Department of Justice; it is led on a day-to-day basis by an executive director and several directors. These directors drive the various emergency management programs necessary to ensure there are integrated mitigation, preparedness, response and recovery initiatives in place.

The EMO management team reports to the Deputy Minister of Justice. The minister has the responsibility to ensure a prompt and coordinated response to all emergencies in Nova Scotia. In times of emergencies the minister or the deputy minister chairs the Executive Emergency Management Committee (EEMC) (see
Chapter 2, section 2.4) and has responsibility for such decisions as declaring States of Emergency.

EMO’s divisional responsibilities are as follows:

(a) Emergency Programs

The Emergency Programs unit is primary focused on ensuring the operational readiness of the province. This is accomplished through the management of the Joint Emergency Operation Centre (see Chapter 4 section 4.2), as well as field personnel who are dedicated to working with municipalities to ensure a seamless and integrated approach to emergencies. Here is a list of just some of the functions administered by this section:

- consultation services to municipalities (see section 2.6)
- liaising with provincial departments to ensure their readiness
- liaising with federal partners to ensure an integrated approach and response
- ensuring the development and maintenance of emergency management plans
- liaising with other provinces and/or states to ensure a national and international level of readiness and response

(b) Emergency Services

The Emergency Services Unit is responsible for ensuring people are made aware that an emergency has happened. The provincial 911 emergency reporting service is administered through this core business area. The province-wide 911 service ensures that all Nova Scotians have access to an emergency reporting system that allows them to promptly report emergencies to emergency responders and receive the assistance they need.

An emergency public alerting platform is available across Nova Scotia. This platform enables emergency managers at the municipal and provincial level to broadcast emergency alerts directly to radio broadcasters for immediate release to citizens impacted by an emergency.

(c) Communications/Public Affairs
Effective internal and external communications are key to the success of the Emergency Management Office. Communication functions are woven throughout the various business lines of EMO.

Clear communications to Nova Scotians before, during and after emergencies are essential to protecting lives and property. This can range from providing citizens with advice on how to prepare for an approaching hurricane, urgent evacuation information during a forest fire, or directions on how to apply for a disaster financial assistance program. The roles and responsibilities of the communications personnel will be explored further in Chapter 6 of this document.

(d) **Security and Intelligence (SIMS)**

Security Intelligence Management Services is responsible for providing consistent and continuous monitoring, planning and communication of the potential risks associated with public safety and security, to ensure the protection of infrastructure, event prevention and countermeasures against terrorism, major crime, or other threats. It is also responsible for the business continuity program and the critical infrastructure program.

It is important to note that while EMO has defined units and established programs, during an emergency event the entire EMO becomes operational and often forms the nucleus of the Incident Command Team. The composition of the entire team depends on the nature of the emergency, and who the stakeholders and service providers are.
2.3.2 EMO Organizational Chart - May 5, 2011
2.4 Executive Emergency Management Committee (EEMC)

2.4.1 Legislative Authority

The Governor in Council may appoint, from among the members of the Executive Council, a committee to advise the Governor in Council on matters relating to emergencies.

Executive Emergency Management Committee

There shall be an Executive Emergency Management Committee consisting of

(a) the minister, who is the chair

(b) the Deputy Minister of Treasury Board

(c) the Deputy Minister of the Office of the Premier

(d) the Deputy Minister of Justice

(e) the Executive Director of the Emergency Management Office

(f) such experts as appointed by the minister

The Executive Emergency Management Committee shall provide oversight and direction to the minister regarding emergency preparedness, response, mitigation and recovery.

2.4.2 Committee’s Roles and Responsibilities

(a) Vision

The provision of effective executive emergency management leadership to provide oversight ensuring the health, welfare, safety and security of Nova Scotians, protection of property and the environment when responding to an emergency.

(b) Mandate

The mandate of the EEMC is to provide effective executive emergency management leadership for the Nova Scotia Government when managing the mitigation, preparedness, response and recovery of an emergency.
This is to be accomplished through:

- executive leadership
- policy direction
- fiscal management and accountability
- recommendations to Cabinet
- accountability

(c) Objectives

Objectives include the provision of the following:

- executive-level leadership required to ensure an integrated and coordinated approach to emergency management
- high-level policy direction to provide a framework to support emergency management
- fiscal management and accountability to ensure that financial resources expended in support of an emergency management response are done within a framework of fiscal responsibility recommendations to Cabinet where
- appropriate accountability to the Nova Scotia Government to help ensure the health, welfare, safety and security of Nova Scotians, and protection of property and the environment.

(d) Priorities

Priorities will be guided to ensuring the health, welfare, safety and security of Nova Scotians, protection of property and the environment.

(e) Reporting Authority

The chair will report directly to the Executive Council.

2.5 Provincial Emergency Activation Team (PEAT)

2.5.1 Roles and Responsibilities of the PEAT

In order to effectively respond to imminent or evolving emergency events, the province must maintain a large pool of trained personnel, who can be called upon to augment EMO’s staff complement. In addition the JEOC must be able to draw upon provincial employees to provide the subject matter expertise necessary, as the event dictates.
To that end the Executive Director or their designate may call upon representatives from other government departments affected or potentially affected by the emergency. This group of representatives and in-house experts will form the PEAT. However, the PEAT is not restricted to provincial government employees and can access expertise from several sources.

Participants may include the following:

- Departmental Emergency Preparedness Officers (DEPOs) or alternates from key departments
- representatives from critical infrastructure providers of the affected private sector
- federal or agency liaison officers, as necessary
- representatives from non-profit agencies

The Executive Director or their designate may assemble PEAT before, during or after an emergency to:

- assess the emergency and its potential effects on the province and act accordingly if the emergency is imminent
- review response plans and procedures
- plan an emergency response, including recommendations to implement part or all of the Nova Scotia Emergency Response Plan, forming a unified command staff, and activating the JEOC
- authorize and mobilize organizational resources and appropriately qualified individuals pertinent to the emergency situation
- select, appoint and dispatch appropriately qualified incident commanders if the nature of the emergency requires provincial intervention
- monitor operations and communicate with incident commanders at the site, pending the activation of the JEOC
- provide situation reports and updates back through EMO to the Minister
of Justice, as required, pending activation of the JEOC

- provide timely and accurate information to the media via the Public Information Officer
• maintain a log of all decisions and actions taken in regard to the emergency

2.5.2 Departmental Emergency Preparedness Officers (DEPO)

Each provincial department in the Nova Scotia government is required to have a Departmental Emergency Preparedness Officer (DEPO) and one or more alternates. A DEPO is usually a senior staff member within a department who has the authority to mobilize any resources or personnel belonging to that department to assist in the emergency response. The alternate will work in the same capacity if the DEPO is unavailable or if the emergency extends over a period of time.

DEPOs may act in any position outlined in the Incident Command System (ICS) utilized within the JEOC. Each government department is responsible for the appointment of a senior representative of the department to the Departmental Emergency Preparedness Officers Committee. As the DEPO, the appointee is responsible for

• the development of departmental emergency response plans (DERP) and programs and the submission of such plans and updates to EMO for inclusion with the Nova Scotia Emergency Response Plan (NSERP)
• coordinating the provision of departmental representatives and support staff to a provincial or regional response as necessary
• coordinating the provision of departmental liaison officers and on-site emergency response personnel to advise and assist municipal authorities
• the allocation and release of departmental resources
• the preparation of departmental post-emergency reports
• retaining full responsibility, in time of emergency, for the functions they perform in normal times
• developing and implementing appropriate accounting procedures for departmental expenditures in response to emergency operations
• responding directly to those emergencies for which the department has been given a specific responsibility and in accordance with approved departmental plans and procedures
• responding, in an emergency, as part of a coordinated provincial response in accordance with the procedures and guidelines set out in the Nova Scotia Emergency Response Plan

When reporting to the JEOC, the DEPO should
• check in at the JEOC in accordance with check-in protocols, and determine the status of agency resources that may have been assigned to the emergency
• obtain briefings from the Operations, Planning or Logistics Chief as appropriate
• attend planning meetings and briefings as requested or required
- liaise with their own department’s emergency operations centre (EOC) if applicable and relay appropriate information to the Operations Chief
- document findings in accordance with JEOC standard operating procedures
- provide input on the deployment of agency resources
- monitor the well-being and safety of any departmental staff involved in the emergency and alert the safety officer if required
- advise on any special agency needs or requirements
- maintain a duty log
- undertake personal individual training and select and nominate appropriate specialist and support personnel from within the department to undertake training related to emergency planning and operational response

2.6 Regional Consultation and Coordination

Nova Scotia adheres to the graduated response model for emergency management. The responsibility begins with individuals and families in their need to mitigate and prepare for the effects of an emergency for at least the first seventy-two hours. The responsibility then falls to the local level (municipalities) who maintain emergency management organizations, poised to bring the resources of the community into place to mange the consequences associated with any emergency.

The province supports the municipal response by bringing provincial resources and expertise together to augment the municipal response efforts. The province has the added obligation of provincial coordination should the emergency event affect multiple communities or threaten provincial infrastructure or responsibilities. Finally, the federal government supports provinces by accessing federal resources and expertise in support of the provincial response. These resources are accessed through a one-window approach, administered by Public Safety Canada.

EMO – NS takes a proactive approach in support of municipal obligations to emergency management. A day-to-day relationship, fostering integrated emergency management programs, strengthens response capabilities in times of a crisis. Consultation and coordination with municipal units is a large portion of the work undertaken by EMO, which employs field personnel whose full-time duties are focused on those day-to-day relationships.

2.6.1 Roles and Responsibilities of the Emergency Management Planning Officers (EMPO)
In the event of an emergency situation, EMO – NS coordinates the provincial response by organizing and directing resources aimed at preventing the loss of human life, enhancing public safety, protecting property and the environment as well as maintaining the overall integrity of the economic and social infrastructure of municipalities and the province. EMO – NS maintains a well-trained, diversified staff of Emergency Management Planning Officers (EMPOs) experienced in managing multi-hazard situations such as plane crashes, mine disasters, flooding, explosions/fires, hazardous material spills, hurricanes and other severe weather events or situations.

EMPOs are the regional representatives of EMO – NS with the four individual areas of responsibility being Eastern Zone, Central Zone, Western Zone and Southern Zone. EMPOs are responsible for the administration of the Emergency Management Act and other included regulations. Within this capacity, EMPOs are accountable for overall emergency planning as well as the ongoing evaluation of emergency response readiness for municipalities within their respective jurisdictions.

EMPOs provide province-wide expertise in disaster mitigation, preparedness planning, emergency response management and post-disaster recovery. In addition, on site assistance is provided to municipal Emergency Management Coordinators (EMC) during an actual emergency situation. Ongoing liaison/consultation is also provided to municipal and provincial agencies with regard to conducting hazard risk assessments, formulating plans aimed at mitigating risk and conducting emergency response training and related exercises.

EMPOs are responsible for liaising with and assistance to municipal mayors, wardens, CAOs and First Nation band chiefs as well as other agencies in fulfilling their responsibility of providing a prompt, professional and coordinated response to an emergency situation. EMPOs have established an effective network of federal, provincial, municipal and volunteer agency members and maintain a close working relationship with these partner agencies in the interest of a coordinated effort to manage emergency situations. These efforts are focused on mitigating adverse effects to the commerce of affected areas, hence minimizing overall provincial economic impact.
EMPOs are accountable for five primary areas of provincial emergency management including

- directing, coordinating and assisting with the development of emergency plans
- managing, coordinating and assisting with emergency operations
- conducting, coordinating and assisting with the development and/or delivery of emergency preparedness training, exercises and educational initiatives
- development/coordination/implementation of EMO – NS related programs
- advising and supporting the executive director of EMO – NS

To address these responsibilities, EMPOs develop related policy and make recommendations to the director of EMO’s emergency programs unit, thereby ensuring an appropriate level of consequence management is maintained. EMPOs’ expertise and hazard-specific knowledge is provided on a regular basis to municipal and provincial police services (RCMP), municipal fire departments, and all provincial government departments as well as private sector partners who provide essential services such as telecommunications and energy (electricity, gas, etc.).

EMPOs are EMO – NS representatives on municipal and provincial committees wherein community and provincial emergency response issues are addressed. During provincial emergencies, the EMPO assists the municipal response by providing the management and coordination of provincial resources at an emergency site. In addition they provide the same level of assistance to the approximately 45 Municipal Emergency Operation Centres (EOC) and/or the Joint Emergency Operation Centre.

(See Annex B: Departmental Emergency Management Responsibilities)
CHAPTER 3

Emergency Management Planning Considerations

3.1 Emergency Response Plan Types

3.1.1 Nova Scotia Emergency Response Plan (NSERP)

EMO – NS has legislative responsibilities to ensure that emergency management planning occurs within all levels of the provincial government. To that end the Nova Scotia Emergency Response Plan (NSERP) serves as the provincial master plan for the managing of emergency events. Additionally, this plan lays out the structure to be used by EMO in coordinating a provincial response.

The NSERP is designed to ensure an integrated response involving all provincial departments, municipalities, non-governmental organizations and the private sector. The plan includes the role of the JEOC, individual roles and responsibilities, an incident command system, planning assumptions and a concept of operations, as well as plan maintenance responsibilities.

3.1.2 Departmental Emergency Response Plans (DERP)

The Emergency Management Act as well as other provincial legislation requires individual provincial departments to develop and maintain both emergency management response plans and business continuity plans. Additionally certain provincial departments have been assigned lead agency status for specific emergency events (i.e. Department of Health and Wellness, Department of Natural Resources, Nova Scotia Environment, etc.).

These departmental emergency response plans are expected to support the overall NSERP and the province’s emergency response goals.

3.1.3 Municipal Emergency Response Plans (MERP)

The Emergency Management Act mandates municipalities to establish a planning committee and to develop municipal emergency management plans. Included in these plans is the municipal emergency response plan, which will provide the structure for municipal and/or regional response to emergency events.
3.1.4 Critical Infrastructure Emergency Response Plans (CIERP)

Under the Emergency Management Act the Executive Council (Cabinet) can make regulations regarding emergency planning, evaluation and reporting for non-governmental agencies. EMO Nova Scotia works diligently with key critical infrastructure providers (i.e. Nova Scotia Power, BellAliant) to ensure that their emergency response plans complement the province’s.

3.2 Plan Implementation

The Nova Scotia Emergency Response Plan serves as a lynchpin document for other forms of emergency management planning during an emergency, such as mitigation planning, recovery planning, and operational planning. There are several trigger mechanisms that will activate this plan for the purpose of a coordinated provincial response, including:

(a) notification of the EMO of an emerging or imminent municipal or regional emergency event
(b) a municipal or regional emergency event requiring a coordinated provincial response
(c) a State of Emergency, declared by the Minister of Justice or the premier
(d) a minister assigned as a lead agency requests assistance from the Executive Emergency Management Committee (EEMC) for a specific type of emergency event
(e) directions from the Executive Director of the Emergency Management Office
(f) the declaration or imminence of a federal emergency

3.3 Plan Administration

3.3.1 Administration

The Nova Scotia Emergency Response Plan is administered by the Minister of Justice, in accordance with the obligations and duties defined in the Emergency Management Act.

Additionally, the minister is responsible to ensure that provincial departments’ emergency response and business continuity plans are in place and complement the NSERP, in accordance to their obligations and duties under the Emergency Management Act.
3.3.2 Distribution

Distribution of the NSERP will be in accordance with EMO’s established distribution list.

3.3.3 Maintenance and Approval Procedures

The Minister of Justice will be the approval authority, in accordance with his or her duties and obligations under the Emergency Management Act.

The EMO will be responsible for conducting an annual review of the plan to ensure adherence with legislative, regulation or policy changes requiring technical amendments.

The EMO will conduct a substantive review of the plan every four years, make necessary amendments and seek ministerial approval as required by the Act.

Any substantive review of the plan should embrace a consultative approach with affected emergency management partners (municipal, provincial, federal, NGO or private sector) to ensure that an integrated approach to emergency management is followed.

3.4 Plan Status

When developing emergency management (i.e. mitigation, response, recovery) and business continuity plans they fall within three defined categories or statuses. Each category denotes the level of completion of development and/or approval associated with the plan. The plan as it moves through the various categories should be clearly identified by affixing one of the following three categories:

3.4.1 Draft Plan

This category denotes a plan which is currently in the development stage. Such a plan is subject to change, as a result of an internal or external review process. This plan is not approved at any level within the respective organization.

3.4.2 Interim Plan

An interim plan is a plan that has undergone extensive review, however it may or may not have been exercised or tested and has yet to receive the
final approval of the designated legislative authority. However, such a plan can be considered a working document and could be utilized to respond to an emergency event.

3.4.3 Approved Plan

An approved plan is a completed plan which has passed all associated reviews, has been exercised, evaluated and has received the necessary legislative approval. In the case of the Nova Scotia Emergency Response Plan, the authority would be the Minister of Justice. Provincial department emergency response and business continuity plans should be approved by individual ministers while municipal emergency management plans require the approval of the mayor/warden.

3.5 Planning Concerns

3.5.1 The Planning Process

There is no one single way to plan, however any undertaking in emergency management planning will benefit from following an established process. Two goals of a planning process are to reduce the risks of each hazard your community faces and to assess the capability to respond to any hazard. A good plan answers the questions who, what, where, when and how. It cannot be written in a vacuum or written then never looked at again. Here are several steps that will serve as a basic foundation for the development of your organization’s emergency plans:

- **Planning Committee**

  A team approach is the best mechanism for incorporating the most relevant expertise from a variety of sources into the planning process. Strong efforts should be made to ensure that all groups with an interest in the planning process are given an opportunity to participate. Enlisting the cooperation of a range of groups, agencies, industry and individuals will improve planning, make the emergency plan more functional, and maximize the likelihood of an effective response during an emergency.

- **Hazard Analysis / Risk Assessment**

  A hazard analysis (also known as a risk assessment) is an essential component of emergency planning. It involves the exploration of hazards that may threaten your community, as well as identifying the potential impact of an emergency event. Part of the process involves reviewing historical data from past events and
determining the probability and frequency of future events. You may need to consult with subject matter experts (i.e. meteorologists, scientists, etc.) to determine the degree of threat and potential impacts hazards pose.

The information developed in a hazard analysis provides a scientific basis for setting planning priorities and can include a determination of appropriate risk reduction actions and necessary emergency response procedures. This type of analysis provides the basis for conducting a vulnerability assessment. It may reveal the most vulnerable areas and populations within the community or organization and the financial and economic cost associated with those risks. It may also suggest the need for additional planning to best protect residents and property in those areas.

- **Mitigation (Risk Reduction) Plan**

After the hazard and vulnerability analysis stage, when all the potential hazards to your community or organization have been identified, the planning committee should investigate whether or not those hazards can be prevented (eliminated) or mitigated. The planning committee should develop a hazard mitigation plan, including strategies for preventing or reducing the impact of hazards. Such strategies should include estimates for the cost of implementing each method.

- **Resource Capability Assessment**

The planning committee should complete an assessment of available response capabilities and resources. This process will provide direct input into the development of the response plan and assist the planning committee in evaluating what additional emergency response procedures and resources may be needed.

In determining each jurisdiction’s resource capabilities, the planning committee should address a number of questions:

- What agencies – such as REMO, aid agencies, volunteer groups – currently make up the community’s response network?
- Who makes the key decisions?
- What legal authorities and responsibilities exist?
- How is the public warned about an emergency?
- What kind of equipment and materials are available to respond to an emergency?
- Are there community resources lists available?
• **Emergency Response Plan**

An emergency response plan serves to organize the personnel and services of the jurisdiction for emergencies that cannot be prevented. The emergency response plan outlines the jurisdiction’s approach to managing emergencies, including the activation process, the method of direction and control, the organization and assignment of responsibilities, the means of communication, and the steps for ongoing assessment of the emergency situation. To ensure adequate planning for all hazards, the content of the emergency response plan must be responsive to the results of the hazard analysis and the resource capability assessment.

• **Recovery Planning**

When emergency response activities end, there may be a need to further assist those affected by the emergency and to restore the impacted areas of the community. Recovery planning involves two phases: short-term efforts involve restoring essential services to their pre-emergency state, while long-term efforts involve reconstruction of provincial, municipal or private sector infrastructure.

Although much of the recovery planning effort may take place after an emergency occurs, planning of the recovery process and identifying necessary personnel and resources for this process can be done in advance. The restoration process must also consider the need to reduce future impacts.

• **Exercise to Test Plan**

An exercise is an activity designed to evaluate the utility of a jurisdiction’s emergency management response plans and its operational capabilities. An exercise is of little value without involvement from the organization’s key personnel in emergency management response. Exercises should involve the jurisdiction’s senior managers (elected officials, CAO, CEO, VP, etc.), department heads and their key staff, and representatives from the private sector, the media, hospitals, utilities and volunteer organizations. (For more information on exercises see Chapter 3, Section 3.8.)
3.6 Hazard-Specific Plans

While emergency planning adheres to an all hazards approach, hazard-specific plans are warranted and necessary to complete a jurisdiction’s planning obligations. Hazard-specific plans are prepared by the lead agency responsible for hazard-specific planning by legislation, policy or plan. Provincially, departmental emergency response plans address the individual hazards for which the department has responsibility. Such plans are developed under the authority of the department’s minister and are maintained in accordance with prescribed processes.

A similar process occurs municipally, where department heads (i.e. the police chief, fire chief, public works director, etc.) are responsible for the development and maintenance of hazard-specific plans that annex the municipalities overall municipal response plan.

Hazard-specific plans should undergo a review by the lead and coordinating agencies in consultation with emergency management partners a minimum of every two years. Any review must incorporate changes in policy and legislation, and incorporate lessons learned from exercises, evaluations and corrective actions as a result of actual emergencies.

Examples of hazard-specific planning include but are not limited to the following:

- Fire Response Plan
- Evacuation Plan
- Civil Disobedience/Crowd Control Plan
- Mass Gathering Plan
- Compromised Water/Sewage Plan
- Flooding Plan
- Bomb Threats/Explosion Plan
- Hazardous Materials Plan
- Telecommunications Plan

3.7 Operational Planning
Operational planning utilized within the JEOC must follow the Incident Command System (ICS) planning process and cycle. The Planning Section Chief will be responsible for chairing the planning meetings, coordinating the preparation of the JEOC Action Plan, and securing written approval for the plan from the Incident Commander or Unified Command.

At the beginning of each operational period and/or if the JEOC Commander (Unified Command spokesperson) is being replaced within an operational period the JEOC Commander (Unified Command spokesperson) must set or reaffirm the goals and objectives.

In either case the objectives must be S.M.A.R.T.:

**Specific:**
For example, it's difficult to know what someone should be doing if they are to “find out the extent of the disaster”. It's easier to recognize "contact Health authorities, critical infrastructure suppliers and municipalities to find out the extent of casualties and injuries, power and communications damage and how badly municipality buildings are damaged”.

**Measurable:**
It's difficult to know what the scope of "find out extent of" really is. It's easier to appreciate the effort that must be applied if the goal is "Document by municipality the numbers of casualties, injuries, critical infrastructure outages and any building damage estimated to be over $5,000".

**Acceptable:**
Response personnel are typically very motivated and will take responsibility for the pursuit of a goal if the goal is acceptable to them. This is more likely if they are involved in setting or modifying the goal.

**Realistic:**
Even if the goal or objective is specific and measurable, it won't be useful if it is impossible to do. For example, the goal of “Ensure that Nova Scotia Power has all power back on within the next 5 minutes” would in many circumstances be impossible.

**Time frame:**
The goal or objective must specify when it will be achieved.
The planning section chief will chair the planning meeting and ensure that the flow of information is brief, complete and to the point. Information shared in the planning meeting is documented in the JEOC Action Plan. After the meeting the planning section chief will procure the JEOC Commander (Unified Command spokesperson) or his/her delegate’s signature of approval and the plan will be duplicated for hand-off to the JEOC Management Team for implementation.

(See Annex C: Planning)

The planning process used in the JEOC will follow the ICS “P” planning model as depicted in the diagram on the following page.
3.8 Training and Exercises

3.8.1 Requirements for Training and Exercises

The emergency response plan must be evaluated and kept up-to-date through the review of actual responses and simulation exercises. Periodic revisions of the written plan will accomplish nothing unless emergency service providers are continually trained in response activities and the processes outlined in the revised plan. Conducting regular exercises will help to ensure that your jurisdiction’s responders are experienced and prepared for any hazard that could threaten your community.

EMO, in fulfilling its responsibilities under the *Emergency Management Act*, has established emergency management training and exercise programs. These programs are designed to develop, coordinate, and deliver training and exercise initiatives to assist both provincial and municipal emergency management practitioners. Training includes such courses as Basic Emergency Management (BEM), Emergency Operations Centre (EOC), Incident Command System (ICS) and a myriad of other related courses and workshops.

EMO also provides advice and assistance to provincial departments and municipalities for the development and implementation of their emergency management and business continuity training/exercise programs or initiatives.

An exercise is an activity designed to evaluate the utility of a jurisdiction’s response plans and its operational capabilities. There are several types of exercises, each of which is either discussion-based or operations-based.

Discussion-based exercises familiarize participants with current plans, policies, agreements and procedures, or may be used to develop new plans, policies, agreements, and procedures. Types of discussion-based exercises include:

- **Seminar**
  
  A seminar is an informal discussion, designed to orient participants to new or updated plans, policies, or procedures (e.g. a seminar to review a new Evacuation Standard Operating Procedure).

- **Workshop**
  
  A workshop resembles a seminar, but is employed to build specific products, such as a draft plan or policy (e.g. a Training and
The Nova Scotia Emergency Response Plan

Exercise Plan Workshop is used to develop a Multi-year Training and Exercise Plan).

- **Tabletop Exercise (TTX)**
  
  A tabletop exercise involves key personnel discussing simulated scenarios in an informal setting. TTXs can be used to assess plans, policies, and procedures.

- **Games**
  
  A game is a simulation of operations that often involves two or more teams, usually in a competitive environment, using rules, data, and procedures designed to depict an actual or assumed real-life situation.

Operations-based exercises validate plans, policies, agreements and procedures, clarify roles and responsibilities, and identify resource gaps in an operational environment. Types include:

- **Drill**
  
  A drill is a coordinated, supervised activity usually employed to test a single, specific operation or function within a single entity (e.g., a fire department conducts a decontamination drill).

- **Functional Exercise (FE)**
  
  A functional exercise examines and/or validates the coordination, command, and control between various multi-agency coordination centres (e.g. emergency operation centre, joint field office, etc.). A functional exercise does not involve any "boots on the ground" (i.e. first responders or emergency officials responding to an incident in real time).

- **Full-Scale Exercises (FSE)**
  
  A full-scale exercise is a multi-agency, multi-jurisdictional, multi-discipline exercise involving functional (e.g. joint field office, emergency operation centres, etc.) and "boots on the ground" responses (e.g. firefighters decontaminating mock victims).

After action reporting is critical to the exercise process to identify and document strengths and areas for improvement. Corrective actions are identified and documented in an improvement plan and implemented through a structured Corrective Action Program (CAP), which identifies
specific and measurable improvements or corrections and assigns responsibilities for follow-through. Among the corrective actions may be changes to the plan. The plan should be amended according to the lessons learned. Provisions should be made in your jurisdiction for follow-up exercises that identify whether or not the deficiencies were corrected.

(See Annex D: Emergency Management Exercises)

CHAPTER 4

Provincial Emergency Response Structure

4.1 General

The response to an emergency begins with the individual/family, and may escalate successively to involve the affected municipality and mutual aid/assistance from neighboring services, municipalities and/or regions. Resources from the province or even the federal government may also be required, depending on the nature and severity of the emergency event. This is the graduated response model that is widely adhered to within the North American jurisdiction.

Situations occurring at the international or national level may reverse or otherwise change this approach to response.

Provincially, the Emergency Management Office (NS) is responsible for

- providing assistance to municipalities in planning before an emergency occurs
- coordinating the provision of provincial resources during emergencies
- assisting a municipality that requests support
- coordinating if the emergency is large in scale and affecting more than one municipality
- assisting, if requested by the Government of Canada for emergencies of federal jurisdiction
- assisting, if requested by members of the International Emergency Management Assistance Compact (IEMAC)
- assisting with analysis and evaluation after an emergency

4.2 Command Management

Nova Scotia has adopted and utilizes the Incident Command System (ICS) for the management of emergency events. Using a defined system in which all staff is
trained allows for the effective and efficient management and coordination of emergency incidents.

The ICS is designed to be interdisciplinary and organizationally flexible. The benefits of using such a system will allow EMO – NS to meet the needs of incidents of any kind or size. It will also allow personnel from a variety of agencies, departments or governments to meld rapidly into a common management structure.

Finally, it provides logistical and administrative support to operational staff and it becomes cost effective by avoiding duplication of efforts.

ICS is comprised of two main operating components, the Command Staff and the General Staff. The Command Section has an Incident Commander and staff. Each of the other four sections is managed by a Section Chief (the general staff) and supported by other functional units. The sections have specific functions, as follows:

(a) Command - setting response objectives and undertaking coordination

(b) Operations - undertaking tactical response actions

(c) Planning - investigating and establishing a technical basis for action plans

(d) Logistics - providing equipment and services

(e) Finance - managing finances and administration

4.2.1 Command Staff

The Incident Commander is technically not part of the General or Command Staff. The Incident Commander is responsible for overall incident management.

The Command Staff is assigned to carry out staff functions needed to support the Incident Commander. These functions include interagency liaison, incident safety, and public information.

- Liaison Officer: A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.
• Safety Officer: A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations, and for developing measures for ensuring personnel safety. The Safety Officer may have assistants.

• Public Information Officer: A member of the Command Staff responsible for interfacing with the public and media or with other agencies requiring information directly from the incident. There is only one Public Information Officer per incident. The Public Information Officer may have assistants.

4.2.2 General Staff

• Planning Section

The Planning Section is lead by the Planning Chief, who is responsible for providing planning services for the incident. Under the direction of the Planning Chief the Planning Section collects situation and resource status information, evaluates it, and processes the information for use in action plans.

• Operations Section

The Operations Chief is responsible for managing all tactical operations at an incident. The Incident Action Plan (IAP) provides the necessary guidance. The need to expand the Operations Section is generally dictated by the number of tactical resources involved and is influenced by span of control considerations.

• Logistics Section

The Logistics Chief provides all incident support needs with the exception of logistic support to air operations.

• Finance and Administration Section

The Finance/Administration Chief is responsible for managing all financial aspects of an incident. Not all incidents will require a Finance/Administration Section. Only when the involved agencies have a specific need for finance services will this section be activated.

The following chart outlines the structure used within an incident command system (ICS is scalable depending on the size and complexity of the incident):
4.3 Joint Emergency Operations Centre (JEOC)

4.3.1 General

The mission of the Nova Scotia Joint Emergency Operations Centre is to facilitate and maintain an efficient system for planning, managing and executing response and recovery operations through the strategic use of enhanced communications and a common information sharing technology.

This mission is accomplished by establishing systems and procedures to ensure interagency coordination and communication, receive and disseminate disaster information, and provide a single point of contact for resource requests and tasks.

The JEOC may be activated to deal with many different types of emergencies. In some instances the JEOC will act solely as a facilitator of information, which means that its only activity will be to receive information from various sources and generate situational awareness reports and updates. Sometimes the JEOC will be activated and become a “Multi-Agency Coordination Centre” wherein representatives from multiple agencies will be working together in the JEOC in response to a specific emergency. In other instances the JEOC will be more actively involved in the response to an emergency by receiving and handling
resource requests from municipalities. In rare occasions the JEOC will take the lead role with personnel on-site reporting directly to the JEOC instead of going through a local municipal EOC.

These different types of activities require great flexibility in the organizational structure of the JEOC. To meet this requirement the organizational structure of the JEOC is based upon the Incident Command System (ICS) with some pre-conceived modifications to meet local issues.

4.3.2 Concept of Operations

4.3.2.1 JEOC Guiding Principles
The following guiding principles are used to set direction for all JEOC activities:

(a) Determine the threat to life and the response capability to that threat.
(b) Determine the threat to property and the response capability to that threat.
(c) Determine the threat to critical infrastructure and the response capability to that threat.
(d) Determine the threat to the environment and the response capability to that threat.
(e) Determine the threat to the government and economy and the response capability to that threat.
(f) Maintain public confidence.

4.3.2.2 Situational Awareness (SA)
The JEOC training manual describes Situational Awareness (SA) as being “aware of what is happening around you to understand how information, events and your own actions will impact your goals and objectives, both now and in the near future.”

In the Nova Scotia emergency management structure, information sources for SA include EMCs, EMPOs and DEPOs, first responders, media, utility and service providers, the public, government databases and the 911 system.

According to the training materials, “inadequate SA has been identified as one of the primary factors in accidents attributed to human error.”

Situational Awareness is critical to the efficient and effective working of the JEOC. Therefore, considerable effort will be applied to the gathering and distribution of information to ensure timely, consistent awareness and understanding of an emergency situation.
4.3.2.3 Levels of Activation

The Nova Scotia JEOC serves as the central coordination point for all provincial emergency activities and may be activated with little or no notice. Four levels of activation are used and are based on the human resources required within the JEOC to meet the seriousness of the emergency. The levels describe the involvement of EMO – NS in an emergency operation and dictate actions required by various staff.

Out-of-Service level
The JEOC is not able to respond to any event due to technical problems or other reasons rendering the JEOC inoperable. The JEOC Manager will provide advance notice to the NS EMO Director of Emergency Programs and the Nova Scotia Director of Public Safety Canada when the centre is at this level. Updates will be given on the status of the repairs and estimations on when the JEOC will be back in operation.

Routine Service level
The technical infrastructure of the centre is functioning and can be taken to a Monitoring Level of Service or above within an hour of being informed of an emergency event.

Monitoring Activation level
At this level of service,
- specific personnel have been tasked with being at the centre to:
  - monitor a specific incident or event to enhance situational awareness
  - attend a planning session and prepare a preliminary JEOC Action Plan
  - generate a specific Incident Report in E-Team to document the JEOC’s monitoring of the emergency
- all technology and communications systems have been tested and are either on-line or in the process of being put on-line
- the Resources CSU Help Desk, CITO and Shubie TMR Radio dispatch have been notified that the centre has moved to this level
- the Nova Scotia Public Safety Canada personnel have been notified that the Centre has moved to this level
- the Emergency Management Planning Officers have been advised that the JEOC has moved to this level of service
- subject matter experts may be asked to attend briefings either in the JEOC or by audio conference
- a state of emergency has not yet been called

Operational Activation level
At this level of service an emergency event is imminent or has already occurred and
• the JEOC Commander or Unified Command Spokesperson has been named and has reached agreement with the JEOC Manager about who will be part of the Command Staff
• the JEOC Commander (Unified Command Spokesperson) has identified the objectives for the first operational period
• the Operations Section has been created with
  • the JEOC Operations Section Chief assisting in the preparation or execution of the JEOC Action Plan
  • personnel are executing the duties of the Operations Desk(s)
• the Planning Section has been created with
  • the Planning Section Chief leading the planning cycle and/or generating the JEOC Action Plan
  • an intelligence section developing further situational awareness
• the Public Information Officer for this event has been identified and he/she is
  • preparing briefing notes as required
  • executing the Public Communications Plan
• the Logistics Section has been created with a Logistics Section Chief and personnel who have
  • contacted a local food supplier to provide meals to JEOC personnel
  • have, or are in the process of making, arrangements for identified personnel to come to the JEOC
• the Liaison Officer has been identified and selected personnel from the Provincial Emergency Activation Team and appropriate subject matter experts have been contacted and are either at the centre or in the process of coming to the centre
• the Resources CSU Help Desk, CITO and Shubie TMR Radio dispatch have been notified that the centre has moved to this level

**Deactivation**

Personnel can be released from their duties at the JEOC prior to, during or after the JEOC has moved to a lower state of Activation. Standard Operating Procedures – General # 4 outlines the procedures to follow when releasing personnel.

### 4.4 Provincial Departmental Emergency Response Responsibilities

The Emergency Management Act, along with other provincial statutes and legislation (i.e. Health Act, etc.), assigns the responsibility for the formulation of emergency response plans to key departments, agencies, boards or commissions. These plans, governing the provision of necessary services, together with procedures by which government employees and other persons are to respond, constitute the initial provincial emergency response.
Departments assigned specific responsibilities will usually only deal with the effects of an emergency, while the municipal government will retain its responsibilities. Once an emergency occurs, any department may be expected to provide assistance as needed. The most basic form of assistance is the provision of advice to a community. Assistance may expand to the provision of personnel, equipment and other resources to assist the municipality in dealing with the cause of the emergency. Individual departmental emergency management responsibilities are included in Annex A.

4.5 **Declaration of States of Emergency**

The Emergency Management Act empowers the minister to declare a provincial state of emergency (SOE) when the emergency affects the province generally. But many emergencies can be managed without the need for provincial SOEs. The act also provides for states of local emergency (SOLEs) which can be declared by municipal authorities. Both of these states of emergency provide the province or the municipality with powers they would not normally possess.

4.5.1 ‘Local State of Emergency’

A ‘Local State of Emergency’ may be declared by the Mayor, upon receipt of a resolution of Council, and would be in effect for seven (7) days. There are prescribed forms and processes for a municipality to follow when declaring a local state of emergency, which are laid out in the Regulations. A municipality may declare a local state of emergency for any portion of their jurisdiction, or, if needed, the entire municipality. Any local state of emergency must be approved by the Minister of Justice and any declared local state of emergency may be renewed should the situation warrant or the emergency still exist. *(Note: If there is an imminent threat to public safety, property or the environment the Mayor/Warden may declare a local state of emergency without first consulting Council.)*

4.5.2 ‘State of Emergency’

A ‘State of Emergency’ is declared by the Minister of Justice and is valid for fourteen (14) days. Similar to a local state of emergency, a state of emergency may be declared for a specific geographical portion of the province or for the entire province if required. A state of emergency can be renewed at the end of fourteen days should sufficient reasons exist to support its continuation. States of emergency supersede local states of emergency and convey the special powers necessary for all jurisdictions.
4.5.3 States of Emergency – Special Powers

States of emergency are not linked in any way to disaster financial funding or to the obtaining of provincial or federal resources to assist with an emergency. The trigger point for declaring these states of emergency hinges on the need for special powers or authorities. If the emergency cannot be managed without the need for one or all of these powers, then and only then will a state of emergency be declared. The special powers outlined in the act are as follows:

Upon a state of emergency being declared in respect to the Province or an area thereof, or upon a state of local emergency being declared in respect to a municipality or an area thereof, the Minister may, during the state of emergency, in respect of the Province or an area thereof, or the mayor or warden, as the case may be, may, during the state of local emergency, in respect of such municipality or an area thereof, as the case may be, do everything necessary for the protection of property and the health or safety of persons therein and, without restricting the generality of the foregoing, may

(a) cause an emergency management plan or any part thereof to be implemented

(b) acquire or utilize or cause the acquisition or utilization of personal property by confiscation or any means considered necessary

(c) authorize, require a qualified person to render aid of such type as that person may be qualified to provide

(d) control or prohibit travel to or from an area or on a road, street or highway

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

(f) cause or order the evacuation of persons and the removal of livestock and personal property threatened by an emergency and make arrangements for the adequate care and protection thereof

(g) authorize the entry by a person into any building or upon land without warrant

(h) cause or order the demolition or removal of any thing where the demolition or removal is necessary or advisable for the purpose of reaching the scene of an emergency, of attempting to forestall its occurrence or of combating its progress

(i) order the assistance of persons needed to carry out the provisions mentioned in this Section
(j) regulate the distribution and availability of essential goods, services and resources

(k) authorize and make emergency payments

(l) assess damage to any works, property or undertaking and the costs to repair, replace or restore the same

(m) assess damage to the environment and the costs and methods to eliminate or alleviate the damage

(See Annex E: States of Emergency)

4.6 Coordination with Federal Government

4.6.1 Public Safety Canada (PSC) - Mandate

The mandate of Public Safety Canada is to keep Canadians safe from a range of risks, including natural disasters, crime and terrorism. To do this, Public Safety Canada coordinates and supports the efforts of federal organizations helping to ensure national security and the safety of Canadians, and works with other levels of government, the police, first responders, community groups, the private sector and foreign governments.

4.6.2 PSC – NS Regional Office Responsibilities

The responsibilities of the Public Safety Canada – NS Regional Office are to

- work with national headquarters, federal and provincial governments and other partners on emergency plans, exercises and events

- act on requests from the province or another federal department for emergency assistance (a one-window approach to federal resources)

- operate within the Joint Emergency Operations Centre (JEOC) in times of emergency events to align federal support and response with that of the province and municipalities

- Coordinate federal emergency public communications with those of the province and individual municipalities to ensure consistent and key messaging from all levels of government
- two-way information flow with the Government Operations Centre and other federal departments/agencies in emergencies
- receive/screen funding applications (JEPP and DFAA)
- undertake and coordinate business continuity planning, emergency management evaluations and critical infrastructure analysis for federal agencies or organizations

### 4.6.3 Government Operations Centre (GOC)

The Government Operations Centre (GOC) is Canada's strategic-level operations centre. It is the hub of a network of operation centres run by a variety of federal departments and agencies including the RCMP, Health Canada, Foreign Affairs and International Trade Canada, CSIS, and National Defence.

The GOC also maintains contact with the provinces and territories as well as international partners such as the United States and NATO. It operates 24 hours a day, seven days a week, gathering information from other operation centres and a wide variety of sources, both open and classified, from around the world.

The GOC deals with developing, imminent, or actual natural disaster or man-made activity that threatens the safety and security of Canadians or the resiliency of Canada's critical infrastructure.

As Canada's strategic-level operation centre, the GOC's primary function is to provide coordination and direction on behalf of the Government of Canada in response to an emerging or occurring event affecting national interest.

### 4.7 Military Assistance

#### 4.7.1 General

Nova Scotia and indeed all of Atlantic Canada has a long and storied relationship with the Canadian military in responding to crises, emergencies and disasters facing the citizens of this region. Historically, prior to the establishment of civilian emergency management organizations, the military took the lead in the response and recovery associated with natural and man-made emergency events such as the Halifax Explosion of 1917 and the Bedford Magazine Explosion of 1945.

EMO – NS continues to maintain a close relationship with Joint Task Force Atlantic (JFTA), who is responsible for ‘domestic operations’ in the four Atlantic provinces. A military liaison officer (LO) is situated within the JEOC and acts as that vital link between civilian and military operations.
4.7.2 Roles and Responsibilities of the Provincial Military Liaison Officer (MLO)

The DND liaison officer fulfils day-to-day functions with specific responsibilities in times of emergencies. Here are but a few of the functions performed by the MLO:

- assists with provincial planning, exercise and evaluation programs as they relate to operational readiness and military response or resource capabilities
- undertakes the monitoring of civilian emergency events from their inception
- maintains situational awareness and apprises the regional commander regarding possible resource requests
- works to unravel any and all conflicts (i.e. miscommunication, duplication of service, etc.) between civilian and military operation centres
- maintains contacts with other provincially located MLOs, which facilitates regional situational awareness and timely resource requests

This proactive role in emergency management serves to facilitate planning, operational response and the timely delivery of vital resources.

4.7.3 Military Resource Requests - Protocol

(a) Requests for military assistance from municipalities shall be directed to the JEOC. EMO – NS field personnel (EMPOs) can assist with the development of such requests and facilitate the request from the municipal EOC through the JEOC. However, if field personnel are not available, municipal EOCs may go directly to the JEOC.

It is important to note that any request must outline the capabilities being requested (i.e. need to move 100 personnel). The responding agency (military) will determine the resources allocated to meet the task requested, if approved.

(b) The JEOC will undertake an assessment of the request and determine if other suitable resources are available to perform the task at either the municipal or provincial level. Upon confirmation that no other suitable resources are available, the JEOC will forward the formal request to the regional office of Public Safety Canada (PSC).

(c) PSC will review and assist the province in the development of the formal request and then forward the request along to the Government Operations Centre (GOC) for consideration.
(d) The GOC will receive all requests for federal support, and then review them with existing protocols on behalf of the Minister of Public Safety. Once reviewed they will forward the formal request to the appropriate federal ministry (Department of Defense).

(e) DND reviews all requests and subsequently provides the appropriate approvals. They will then forward the request to the Joint Task Force Atlantic (JTFA) Regional Commander for the appropriate action.

(f) JTFA will action all approved requests and determine the resources to be allocated to meet each task request. They will then marshal the appropriate resources to a staging area for deployment to the incident site.

The first 24-36 hours are critical for saving lives and mitigating suffering; it is the time period when military assistance is most needed and will have the greatest impact. Therefore requests initially can be made verbally; however, a formal letter of agreement that describes in detail the arrangements for military assistance must follow. Additionally, the above procedures do not preclude military commanders (i.e. commander of a Canadian Forces Base) from responding immediately to a life-threatening situation.

4.7.4 Military Response Coordination

In anticipation of a request for assistance, even though the full extent of the emergency may not yet be defined, Incident Commanders will move a joint task force to staging areas close to the emergency, thus enabling them to respond quickly when a formal provincial request for military assistance is received.

Prior to the deployment of any military resources the JEOC will undertake preliminary discussions with JTFA through the LO to set provincial priorities for response. In exceptional circumstances (i.e. province-wide emergency events) where the military have been tasked to assist a number of ministries or municipalities, coordination and priority setting may be transferred to provincial field staff or the respective municipal EOC. Any delegation of provincial authority must be consistent with the protocols and agreements in existence between the province and the military.

Military involvement will cease as soon as the emergency situation no longer requires the assistance of the military as stated in established protocol.
4.7.5 Request for Military Assistance Flow Chart

Request for Military Assistance Flow Chart

- Incident Command Post
  - Determine Capabilities and Resource Requests
  - Validates Requests, Confirms No Municipal Capabilities or Resource Available

- EOC (Municipal/REMCO)
  - Assessment of Request and Confirmation that no Provincial or Regional Capabilities Exist

- EMPO (Provincial Field Staff)
  - Reviews Requests and forwards to Government Operation Centre

- JECC

- PSC (Regional Office)
  - Reviews Request on behalf of Minister of Public Safety and sends Requests to Appropriate Ministry

- GOC

- DND
  - Reviews and Approves all requests for Military Assistance

- JFETI (Regional Commander)
  - Receives approved Request for appropriate Action

- Incident Site

- Staging Area

- Asset in Development of Capabilities/Resource Requests Forwards Request to JECC
CHAPTER 5
Provincial Emergency Public Information Plan

5.1 General

5.1.1 Purpose

A public information plan establishes a flexible program to implement an
information response for a variety of emergency situations throughout the entire
incident, including the recovery phase. Such a plan, among other things,
identifies the Public Information Officer (PIO), staff positions and associated
responsibilities.

5.2 Public Information Officer

The JEOC has an established and dedicated public information centre which has
information links into the JEOC, as well as media and social networking
monitoring capabilities. The centre is responsible for the coordination and
distribution of emergency information to the media and public once approved by
the JEOC Commander.

Where municipal or federal information centres are established the Public
Information Officer (PIO) may provide staff to ensure an appropriate level of
coordination. The use of joint information bulletins (JIB) involving all three
levels of government may be utilized, in accordance with established protocols.

5.2.1 PIO Staff Responsibilities

The PIO usually is a senior communications director who has sufficient
experience in dealing with complex and rapidly unfolding emergency situations.
The PIO is part of the Command Staff within the JEOC and acts as a link between
the Command Section, the various municipal and provincial communication
centres.

There may be a need for the formation of a public information team to assist
the JEOC during the monitoring or operational level of activation.

If the Public Information Officer forms the opinion that there is need for
additional resources he/she will contact more senior officials at Communications
Nova Scotia to discuss the best strategy, resource requirements and shift
scheduling. The following positions and their respective responsibilities will be
considered for possible implementation as required:
External Writer(s)

- develops/writes communications products (news releases, briefing notes, speaking notes/speeches, Web content, backgrounders, fact sheets, public service announcements, letters, public altering bulletins, etc.)
- liaises with Service Nova Scotia call centre and 911 PSAPs to provide them with any appropriate messaging to respond to public inquiries
- at least one writer will be stationed at the Public Information Centre
- all written communications will follow this approval chain: External Writer -> Chief Writer -> Public Information Officer -> Operations Director
- some external writers may work at their own offices or Communications Nova Scotia, upon the direction of the Public Information Officer

Internal Writer

- works with the JEOC Manager to produce/distribute situation reports
- produces situation reports on a schedule determined by the Operations Director and the Public Information Officer
- distributes situation reports to a list of recipients determined by the Operations Director and the PIO
- flags information cleared for external release
- may also be tasked with some external writing

All written communications will follow this approval chain: Internal Writer -> Chief Writer -> Public Information Officer -> Operations Director

Chief Writer

- The PIO may choose to appoint a Chief Writer to lead/coordinate the Writers (external and internal). The Chief Writer will also write.

Media Relations Officer(s)

- responds to media inquiries but does not act as main provincial spokesperson
- helps develop key messaging
- prepares/conducts media briefings
- prepares/facilitates briefings to the public or stakeholder groups
- provides background/technical information to media when necessary and available
- monitors media (broadcast, Web and print) and other public information sources, and in consultation with the Public Information Officer, attempts to correct inaccurate information/rumors
- writes media advisories/notes to editors
- is responsible for the on-call media cell phone – 240-6397 (NEWS).

Issues Coordinator

- polices key messaging and consistency
• monitors news releases, statements, etc. from all other parties (federal/provincial/territorial/municipal governments, Nova Scotia provincial departments, the private sector, not-for-profits, political parties, etc.)
• prepares and distributes issues updates to members of the Public Information Team and JEOC members, so all involved are informed of all communication efforts and messages therein
• assists the Public Information Officer in liaising with federal, municipal, provincial departmental, private sector and not-for-profit counterparts on key messaging
• helps develop key messaging
• assists writer(s) (external, internal and chief) and Media Relations Officer(s) in incorporating key messages

**Media/Public Information Centre Manager**
• coordinates communications components of any external sites that have been set up for briefing the media or members of the public
• manages any communications staff assigned to such sites
• attends any such sites when those sites are active. If more than one site is active at once, the Media/Public Information Centre Manager will designate alternates for the additional sites
• may be required to attend meetings at the Public Information Centre, but normally will work outside the Public Information Centre

**Web/New Media Support Staff**
• ensures prompt updating of appropriate provincial websites
• Web/New Media Support staff need not be stationed at the Public Information Centre

**Translation Support Staff**
• when necessary, translates communications products (news releases, speaking notes/speeches, Web content, backgrounders, fact sheets, public service announcements, letters, etc) into French
• Translation Support staff need not be stationed at the Public Information Centre

**Administrative Assistant**
• takes minutes of Public Information Team planning meetings and tracks action items
• logs minutes in eTeam
• ensures that communications products are logged in eTeam
• takes messages for overflow phone calls to Public Information Team
• handles proper formatting of letters, speeches, etc.
• arranges with Logistics for supplies, equipment, food and drink, etc.
CHAPTER 6

Municipal Emergency Management Responsibilities

6.1 General

As indicated in Chapter 4, Section 4.1, emergency management is a shared responsibility between all levels of government and as the graduated response model indicates, municipalities play a pivotal role in managing and coordinating local emergency response efforts. Well-developed municipal emergency plans and trained personnel form the front line for the coordination and management of emergency resources in times of crisis.

Every municipality must establish an emergency management organization and operate an emergency operation centre (EOC). Through the use of MOUs and Mutual Aid agreements, regional/municipal resources will be augmented to provide the surge capacity needed for larger-scale emergency events.

The province will provide field consultation to the regional/municipal emergency management organizations and stand ready to assist municipalities in times of a crisis. The lines of communication between municipalities and the province need to be at their strongest when danger exists and resources are required in a timely manner. The province continues to work diligently to improve the technology requirements which will allow seamless integration between municipal EOCs and the JEOC.

As laid out in Chapter 1, Section 1.4.3, municipalities have certain legislative obligations for emergency management. A more in-depth examination of those obligations will occur in the next section, providing some insight into how a municipality builds a local emergency management organization and program.

6.2 Legislative Responsibilities

- Establish an Emergency By-law

Each region/municipality is required to have an approved regional/municipal emergency management by-law. This by-law includes provisions for the appointment of an advisory committee comprised of members of the regional/municipal council to advise council on the development and maintenance of the emergency management program, including mitigation, preparedness, response, and recovery.
This by-law includes the appointment of an Emergency Management Coordinator and the establishment of an Emergency Management Planning Committee. It sets the conditions for the declaration of a State of Local Emergency. The by-law’s intent, powers and procedures comply with the Emergency Management Act.

(See Appendix 5 - Sample By-Law)

- **Establish and maintain an Emergency Management Organization**

Each region/municipality is required to establish an Emergency Management Organization (EMO).

The EMO consists of persons with direct responsibilities for emergency management functions (i.e. command, operations; planning, logistics and finance/administration). It includes representatives from technical and support organizations such as local Emergency Health Services, Emergency Social Services, other provincial or federal departments, non-governmental organizations, or the private sector. The process of developing the emergency management plan will identify the required organization.

The Emergency Management Organization includes adequately trained emergency management, technical and support staff to manage an emergency or other event identified by a comprehensive regional/municipal Hazard, Risk and Vulnerability Analysis (HRVA).

The EMO includes representation from all agencies and organizations that may be expected to contribute to the management of an emergency or other event, as identified in the regional/municipal HRVA.

- **Appoint an Emergency Management Advisory Committee**

The region/municipality shall appoint a standing Emergency Management Advisory Committee to advise council on the development and maintenance of an emergency management program (mitigation, preparedness, response and recovery) and associated plans.

The standing committee consists of at least three members of the regional/municipal council and is chaired by an elected official in accordance with the entity’s emergency management by-law.

The standing committee meets at least four times each year and within one month after an emergency that required the activation of the emergency organization and implementation of the emergency management plan.

The Emergency Management Advisory Committee oversees the development of the emergency management plan and presents it to council for approval. The
committee reviews the reports on emergency exercises and/or operations and makes recommendations to council for any changes to be made to the emergency management plan.

- **Appoint an Emergency Management Coordinator (EMC)**

The region/municipality must appoint a coordinator of the municipal emergency management organization. The EMC’s responsibilities are clearly stated in the appointment document and include management and coordination of all aspects of the regional/municipal emergency management program of mitigation, preparedness, response and recovery.

The appointment of the EMC is based upon the Emergency Management Advisory Committee’s recommendations to council. The appointees require set qualifications and experience; at a minimum the completion of the Nova Scotia Emergency Operations Centre course or its equivalent within 24 months of being appointed.

The EMC is responsible to the Emergency Management Advisory Committee for the management and coordination of the region/municipality’s emergency preparedness program, including but not limited to plan development, maintenance, training coordination, delivery, and exercises. The individual appointed to be the EMC should have experience as both a manager and planner.

- **Prepare and approve emergency plans**

The region/municipality must prepare and approve an all-hazards Emergency Management Plan. Emergency management plans are the documents that guide the emergency management organization (EMO) in ensuring that the basic emergency functions of mitigation (prevention), preparedness, response and recovery are effectively managed. Sufficient funding must be allocated to support the development and implementation of these plans.

The development of emergency management plans should be guided by a planning committee that includes representation from members of each of the services that will be supporting the plans, and is chaired by the EMC.

Emergency management plans meet or exceed standards, policies and/or best practices for planning. Emergency management plans are presented by the Advisory Committee to the Mayor and Council for approval. Council may suggest changes to the plans, the committee will make the needed revisions and present the revised plans to Council. Once satisfied with the plans, Council will be the authority to officially approve all plans.

- **Notify EMO – NS of an emergency event**
Effective emergency management response depends on receiving and sharing information on a continual and regular basis and in a timely manner. The sharing of information as it relates to potential or actual unfolding emergency events will facilitate a rapid response, reduce planning time and enhance the delivery of support resources.

The JEOC is tasked with maintaining province-wide monitoring of emergency situations. Therefore all information about an emergency at the municipal level should be passed along to the JEOC by the most expedient method possible. EMO – NS field personnel or the duty officer should be notified about any developing situation and they in turn should notify the JEOC and document all relevant information in the provincially-operated emergency events management system.

An emergency is a perceived tragedy, being either a natural or man-made catastrophe. It is a hazard which has come to fruition. A hazard, in turn, is a situation which poses a level of threat to life, health, property, or that may adversely affect society or an environment.

In order to be defined as an emergency, the incident should be one of the following:

- immediately threatening to life, health, property or the environment
- have already caused loss of life, health detriments, property damage or environmental damage
- have a high probability of escalating to cause immediate danger to life, health, property or the environment

### 6.3 Municipal Emergency Management Response

#### 6.3.1 General

In the event of a large-scale emergency, the secondary effects of the event and their subsequent consequences may require the mobilization of the total resources of the municipality. The municipal emergency response will begin with the implementation of the municipal emergency plan. In support of this concept of operation are three definitions:

**Emergency Management** is the establishment of a framework (overall plan of action) through which the effects of a disaster are mitigated and a return to normality achieved. Two key elements are necessary in the management of emergencies at the municipal level: the municipal Emergency Operations Centre (EOC) and an Incident Commander

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*The Nova Scotia Emergency Response Plan*
The municipal Emergency Operations Centre (EOC) is the place where the emergency operations centre command team gathers to co-ordinate the municipal response. The prime responsibility of an EOC is to look after all aspects of support to the Incident Command Post. The EOC must also ensure that the long-range plan and daily operations of the municipality are respected.

The Incident Commander (IC) is the individual appointed to control the operations at the site of an emergency. His/her purpose is to locate victims, save lives, reduce pain and suffering, and mitigate damage.

### 6.3.2 Site Management - ICS

All municipalities will exercise some form of the Incident Command System (ICS) when dealing with an individual emergency event. The Incident Commander and his/her team ensure a coordinated on-site response to limit threats resulting from an emergency. The team is primarily responsible for addressing on-site threats to people (health, safety and well-being), property, infrastructure, essential services and the environment.

The Incident Commander and his/her team have several principal tasks to perform, which include the following:

- **Mobilizing the Incident Command Team and addressing its immediate requirements**

  Municipal emergency services respond to the incident according to their standard operating procedures and using their incident command systems. When an Incident Commander is appointed, he/she requests that the services control officers (senior police, fire, public works officials on-site) join the Incident Command Team. The Incident Commander will also mobilize other support staff (e.g. planning chief, operations chief, logistics chief, PIO, etc.) as required.

- **Designing the incident site layout**

  Although each incident site requires a distinct layout, most sites have similar “core” components, the number of which depends upon the nature of the emergency.

  - The **inner perimeter** bounds the area where the greatest threat or impact exists.
  
  - The **outer perimeter** bounds the area that includes the inner perimeter and leaves ample area for setting up the Incident Command Post (ICP) and designated areas (such as staging, bases, camps, etc.).
The outer perimeter is also used to delineate the areas of responsibilities for the incident command team and the emergency operations centre. All response operations within the outer perimeter are the responsibility of the ICP; those outside the outer perimeter are the responsibility of the EOC.

- **Establishing an Incident Command Post**

  The ICP is obviously set up at the actual site of the emergency. It may be mobile units (e.g. trailers or vehicles) or fixed units (e.g. offices within a building). Since the ICP is the focal point for emergency site activities, it should be well marked and highly visible. An ICP should be suitable for 24-hour operations. Privacy and isolation from other operations (such as the media centre) may also be a consideration.

- **Coordinating the Emergency Response**

  After the Incident Commander is identified or appointed he/she will establish the objectives to be achieved in the first operational period. Once these are set and approved by the Incident Commander the following will occur:

  The Planning Chief will undertake the development of a single, coordinated Incident Action Plan (IAP) which will include the following elements:

  - What are the objectives of the team, or what do we want to do?
  - Who is responsible for accomplishing what tasks?
  - How does the team communicate?
  - What is the team safety plan, or how do we take care of a person who becomes injured?

  The Operations Section Chief will have responsibility for implementing the IAP and will direct tactical actions.

  It is the Logistics Chief’s responsibility to ensure that adequate services and support are available to responders and other Incident Command System (ICS) personnel.

  For large-scale emergency events a Finance & Administration Chief will be appointed and it will be his/her responsibility to manage incident-related costs, track personnel, and maintain equipment records. He/she also administers any procurement contracts associated with the response.

  Experience has shown that there is a need for a system to manage and coordinate the many emergency management activities that need to occur during emergency events. ICS has proved to be extremely useful in this regard, because it involves a multi-service, multi-jurisdictional all hazards approach. Moreover it stresses the need for decision-
making, communication, and co-operation among various services and jurisdictions to ensure an effective emergency management response.

6.3.3 Emergency Operations Centre – Municipal

The EOC is a physical facility designated for the gathering and dissemination of information plus emergency/disaster analysis. It is also the facility in which decisions and policies governing the emergency response are planned and implemented.

The EOC is the centre in which information is collected, evaluated and displayed. One of its primary objectives, then, is the immediacy with which that information is communicated. Maximum use of available technology and human resources becomes a priority, as clear, concise and frequent communication is essential when responding to an emergency.

The EOC must identify and use available resources, especially human and financial resources. This is why it is necessary to designate essential personnel, equipment, materials and supplies in advance.

A number of factors need to be considered in deciding where to locate your community’s EOC. Vulnerability is the primary consideration, while convenience, available facilities, and budgetary restraints are also important considerations.

The EOC has several principal tasks to perform, including

- **Providing support to the Incident Command Post(s)**

  The EOC receives instructions from the Incident Command Post concerning what support is required (such as equipment, information, media relations, coordination with external agencies) and how to provide it (such as access/exit routes, schedules, etc.) The EOC obtains the necessary support and coordinates its provision to the ICP’s staging area. These resources may originate from
  - municipal resources
  - the community level (local industry, business institutions, volunteer organizations)
  - mutual aid sources
  - provincial or federal government resources

- **Managing the emergency response for the overall municipality**

  Some emergency response operations may be required across the entire municipality to mitigate threats from an emergency. For example, reception and/or evacuation centres may be needed or public safety instructions provided for persons outside the incident site. Traffic flow control may be required to and from the incident site.
• **Providing information to the public on the emergency and the municipal response**

The public needs timely information so it can protect itself, and, in some cases, play a part in emergency operations, and in order to minimize fear and anxiety. For these reasons, the emergency operations centre prepares and disseminates information.

• **Coordinating with municipal services and other emergency operation centres**

In general, the emergency operations centre needs to coordinate its activities with municipal services and other organizations affected by the emergency. It does so by establishing links to the following locations:
- municipal offices
- service dispatch centres (police, fire, public works, etc.)
- emergency operations centres (those at hospitals, school boards, universities, provincial establishments
- emergency operating locations (comfort, reception centres)

• **Ensuring continued operations in unaffected areas of the municipality**

The EOC must ensure that there is no interruption in the provision of emergency services (such as fire protection) and essential services (i.e. hospital, water, sewer, electricity, waste management, telephone, etc.) in unaffected areas outside the incident site. In cases where the municipality is not responsible for these services, the EOC works with the appropriate alternative organization(s).

*(See Annex F: Municipal Emergency Management Guides)*
CHAPTER 7

Common Emergency Response Responsibilities

7.1 International Emergency Management Assistance Compact

7.1.1 General

In the past ten years, a number of disasters and emergencies have required mutual aid and assistance in the northeast states and eastern Canadian provinces. For example, both the January 1998 ice-storm and the August 2003 blackout left millions of citizens and businesses without electrical power. These events required state and provincial emergency management organizations to request out-of-jurisdiction mutual assistance. It was in June 1998, following the ice-storm, that the Conference of New England Governors and Eastern Canadian Premiers signed Resolution 23-5 aiming to adopt the International Emergency Management Assistance Compact (IEMAC).

The International Emergency Management Assistance Memorandum of Understanding (IEMAMOU) was adopted by the conference in July 2000. Its main purpose is to provide mutual assistance amongst the jurisdictions entering into the agreement for managing any type of emergency or disaster, whether arising from natural, technological or man-made causes. In order to reflect the similar purpose and structure of the present document and above-mentioned understanding with those of the Emergency Management Assistance Compact (EMAC) existing in the United States, the International Emergency Management Group (IEMG) decided, at their October 2004 meeting, to replace the IEMAMOU name with that of IEMAC.

IEMAC provides form and structure to international mutual aid between the states and provinces. It establishes procedures whereby a disaster-impacted jurisdiction can request and receive assistance from other member jurisdictions quickly and efficiently. It resolves two key issues up front: liability and reimbursement. The requesting jurisdiction (1) agrees to assume liability for out-of-jurisdiction workers deployed under IEMAC, and (2) agrees to reimburse assisting jurisdictions for all deployment related costs. IEMAC also provides for the process of planning mechanisms among the agencies responsible for mutual cooperation, including emergency related exercises, testing, or other training activities.
### 7.1.2 Party Jurisdictions

States have emergency management agencies while provinces have emergency management organizations. For the purpose of the IEMAC Guidebook and Operation Manual (GOM), the terms Emergency Management Agency and Emergency Management Organization are synonymous.

The following jurisdictions are members of IEMAC:

- United States’ Jurisdictions
  - Maine
  - Massachusetts
  - New Hampshire
  - Vermont
  - Connecticut
  - Rhode Island

- Canadian Jurisdictions
  - New Brunswick
  - Newfoundland and Labrador
  - Nova Scotia
  - Prince Edward Island
  - Québec

### 7.1.3 IEMAC Activation

If a party jurisdiction needs assistance from another party jurisdiction due to a major disaster or an imminent emergency event, the authorized representative (AR) of the requesting jurisdiction will initiate the IEMAC procedures for requesting assistance. The requesting jurisdiction has two possible courses of action to activate IEMAC. The AR may choose to contact another party jurisdiction directly, if they feel that the assistance needed can easily be provided by one jurisdiction. If the disaster is of a larger-scale and the AR determines more help is needed, they may contact one of the IEMG co-chairs. Flowchart 1 depicts the procedures for requesting and providing IEMAC assistance and may be helpful as an introduction to brokering resources.

IEMAC assistance requests may be initiated verbally. However, the AR of the requesting jurisdiction must complete and submit Part I of the International Requisition (IREQ) form within twenty-four hours of a verbal agreement. Except under extenuating circumstances, the IREQ Form must be completed before responding to the IEMAC request.
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Flow Chart 1

IEMAC Activation

Requesting Jurisdiction (Box 1)

Party Jurisdiction

One of the IEMG Co-chairs

Requesting Jurisdiction asks another jurisdiction or the ICG (back to Box 1)

Check their capacity to respond

Broadcasts request to Party Jurisdictions

IREQ Part I & II

The process ends (back to Box 1)

IREQ Part III**

** The Party Jurisdiction now becomes the Assisting Jurisdiction

No

Yes

No

Yes

Requesting Jurisdiction accepts offer(s)

No

Yes

IREQ Part I & II

The process ends (back to Box 1)
7.2 Persons with Disabilities

7.2.1 General

All levels of government have an obligation in their emergency planning process to make provisions for the protection and care of persons with disabilities. Disability populations may be directly affected by an emergency, including an evacuation which may require special needs, care and attention. Plans should also articulate the short- and long-term strategic planning issues relating to those individuals brought to an emergency reception/shelter centre.

Under provincial legislation all special care facilities must have an up-to-date emergency plan for their residents. The province provides assistance in the development and review of these plans to ensure they meet current emergency management practices. However, a great many people with disabilities live independently in their own homes with the assistance of part-time caretakers. Municipalities must become familiar with those living within their jurisdiction and the needs they will require in times of emergencies.

7.2.2 Public Awareness – Persons with Disabilities

The Nova Scotia Persons with Disabilities Emergency Preparedness Committee, partnered with several stakeholder groups, along with the Emergency Management Office (NS), has developed a brochure and accompanying awareness/educational presentation aimed specifically at persons with disabilities. This awareness campaign will provide individuals and emergency management practitioners with an insight into the special needs of this segment of our population, along with useful advice and tips to be used prior to, or during an emergency management event.

(See Annex G: Planning Guides for Individuals and Persons with Disabilities)

7.3 Psychosocial Services during an Emergency

7.3.1 General

Psychosocial response involves a range of supportive services with those who are affected by an emergency or disaster, including the promotion of individual, family and community resiliency. These various services are used to help diminish long-term psycho social effects, to clarify the current situation and to improve adaptive coping strategies.
The psychosocial services that can be provided include

- coordination of volunteers (i.e. behavioural health)
- a collaborative assessment of community needs
- psychological first aid
- one-to-one support
- crisis counselling
- crisis line response
- psycho-educational interventions
- development/distribution of materials
- spiritual care
- worker care
- Employee Assistance Programs (EAP)
- Critical Incident Stress Management (CISM)
- psychiatry
- psychology

Emergency management planning must occur at all levels of government and must include provisions for all or some of the above noted resources. History has shown that ensuring the well-being of those affected by an emergency event will be a cooperative effort between government, health professionals, the clergy, and volunteer organizations at the grassroots level.

7.4 **Animal Rescue and Protection**

7.4.1 **General**

Small or large, animals are our companions, our helpers, and in the case of farming, play a valuable role in the agricultural economy of the community. Even though some emergency management coordinators (EMC) have included animals as an annex in the municipal emergency plans, recent emergency management events have taught us that animals must be considered in every aspect of emergency response planning.

Companion animals and servant animals (leader dogs, etc) are often looked upon as a member of the family. This is confirmed in studies showing that up to 60 percent of pet owners may not evacuate unless they can take their pet along.

When planning for emergencies, pet owners as well as emergency management professionals should consider how they would transport such animals if the order to evacuate was issued.
The plans should anticipate the care of companion animals brought to an emergency reception centre or shelter, animals left behind and those animals that may require evacuation as well as people who refuse to evacuate without their animals.

There are several organizations dedicated to the rescue and sheltering of animals in times of emergencies. One such organization has roots here in Nova Scotia (Disaster Animal Rescue Team – DART) and is organizing itself to be a province-wide emergency response organization. This organization has links with like-minded not-for-profit groups (SPCA, veterinary associations, etc.), as well as applicable government departments having emergency management responsibilities (EMO, Department of Agriculture, Emergency Social Services).

If provincial assistance is required during an emergency for the protection and care of animals, the JEOC will ensure a coordinated response by maintaining linkages with municipalities, DART, SPCA, the Department of Agriculture and Emergency Social Services.

7.5 Disaster Financial Assistance Arrangements (DFAA)

7.5.1 General

After every emergency event, EMO’s Disaster Financial Assistance Arrangements (DFAA) unit undertakes a province-wide damage assessment analysis to determine the requirement for an assistance program. DFAA is a federal funding program which is managed and coordinated by the province (EMO – NS). Such programs must meet stringent criterion for eligibility and are audited rigorously to ensure that all assistance is a claimable expense.

Therefore it is vital that municipalities as well as provincial departments undertake an immediate and coordinated assessment of all damage seen and unseen within their respective jurisdiction. This assessment must be accompanied with detailed documentation and associated video/photos which support the claims being submitted. To assist municipalities and provincial departments the DFAA unit has prepared a guide, appended to this document.

7.5.2 Donations Management

Should a large-scale emergency or a lesser emergency where there is a high level of media interest occur, many individuals, corporations, small business and service groups may want to donate money, goods and/or services to assist the victims or participate in the recovery process.
The amount of donations offered could be sizeable and extreme difficulties could be faced in receiving, storing, securing, sorting, transporting, accounting for, and distributing the donations to the victims and supervising volunteer workers desiring to assist in the effort.

EMO – NS does not wish to operate a system to collect, process, and distribute donations to disaster victims. Donation management is best operated by community-based organizations and other voluntary disaster relief agencies (Canadian Red Cross, Salvation Army, municipal fire services, service clubs, etc.) who have successfully handled donations in the past.

A municipal government does, however, desire to coordinate its donation management efforts with community-based and volunteer organizations and agencies.

Donations of cash to community-based organizations and voluntary disaster relief agencies allow those organizations to purchase the specific items needed by emergency/disaster victims. Cash donations also reduce the tasks of transporting, sorting, and distributing donated goods. Therefore cash is usually the preferred donation for disaster relief. Municipalities must keep in mind that all cash donations may have an adverse effect on future disaster financial assistance claims. Prior to the disbursement of such donations consultation with the provincial DFAA unit is warranted.

The primary provincial coordinating agencies for donation management are the Department of Community Services, Emergency Social Services (ESS) division. ESS maintains a province-wide contract with the Red Cross for the management and delivery of the six essential social services in times of emergencies and abides by the protocol for donation management developed by the Canadian Red Cross.

(See Annex H: Financial Assistance)