SCHEDULE 1

MANITOBA EMERGENCY MANAGEMENT SYSTEM Ver. 2.3

1.0 INTRODUCTION

1.1 General Emergency Response

Most emergencies are resolved within a comparatively short time by emergency responders attending on-site, usually police, fire and EMS along with specialists from government and the utility companies (collectively "emergency responders"). These emergency responders attend to emergencies in the course of their daily activities, and have developed professionally appropriate response systems and methods that suit their respective operational needs.

1.2 Independent Action by Emergency Responders

Emergency response agencies are designed to function in a rapid response environment where responders act within the scope of their authority and in compliance with their operational protocols. Various compliance mechanisms exist; and emergency responders are usually not required to obtain prior permission or direction from outside of their own agency.

1.3 Use of Incident Management Systems

When multiple emergency response agencies are required to work together on-site they most often use the Incident Command System. Incident Command is the standardized emergency management system specifically designed to allow emergency responders to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incident sites.

ICS does not replace the proper function of government, nor create a structure that supersedes Constitutional, legislative or regulatory authority, but seeks to minimize organizational conflicts and encourage cooperation and action toward achievement of a common set of objectives compatible with the participants' responsibilities.

In most circumstances where a single agency or a number of agencies from the same discipline are involved on-site, Incident Command with a single Incident Commander is usually appropriate. Where a number of agencies from different disciplines are involved, the appropriate incident management system is the Unified Command System (hereinafter both Incident Command and Unified Command will be referred to as Incident Command or ICS).

ICS is the preferred on-site incident management system to be used by responders from provincial departments and agencies.

Although ICS is a fairly standard system with common features, there are several inter-jurisdictional variants, including a common healthcare variant, used in Manitoba. For the most part the variations are minor and do not detract from the implementation of ICS in a given emergency. However, ICS is not an intuitive system, and in order to implement it effectively, provincial department and agency personnel, particularly those responding on-site, will require appropriate ICS training so that they can effectively interoperate with other emergency responders.

Appropriate training shall be developed and provided by the Manitoba Emergency Measures Organization, the Office of the Fire Commissioner, Manitoba Health, Seniors and Active Living's Office of Disaster Management and Manitoba Sustainable Development in consultation with other provincial departments as may be appropriate.

1.4 Major Emergencies and Disasters

1.4.1 Escalated Intervention

There are certain types of emergencies that are not resolvable by the typical emergency responders, and disasters by their very scope require broad, societal intervention, including the participation of a number of federal, provincial and municipal departments and agencies, non-government organizations, and the private sector.

1.4.2 Escalated Decision-Making

As emergencies increase in scale and scope and become disasters, the decisions which must be made and the resources which must be used to resolve them, also increase in scale and scope. In the larger of these events decisions must be made which may have significant policy, financial and societal impacts.

These kinds of events often require escalated decisions from local, provincial and federal governments both at an administrative and ultimately at a political level. This is particularly true of decisions which may have far reaching or long-term impacts.

1.4.3 Statutory Definitions

In *The Emergency Measures Act* (the Act),

> "emergency" means a present or imminent situation or condition that requires prompt action to prevent or limit
>
> (a) the loss of life; or
>
> (b) harm or damage to the safety, health or welfare of people; or
>
> (c) damage to property or the environment.

and,

"disaster" means a calamity, however caused, which has resulted in or may result in

(a) the loss of life; or

(b) serious harm or damage to the safety, health or welfare of people; or

(c) wide-spread damage to property or the environment.

“major emergency” means an emergency that is not a routine emergency.

“routine emergency” means an emergency that

(a) can be effectively resolved
    a. by local police, fire and emergency medical services, working independently or together with public works and utilities personnel, and
    b. without requiring additional resources from a local authority not directly affected by the emergency, the Government of Manitoba or the Government of Canada,
(b) does not require evacuation of persons out of the geographic area over which a local authority has jurisdiction, and
(c) does not require the declaration of state of emergency or a state of local emergency.

1.4.4 Characteristics of Emergencies, Major Emergencies and Disasters

i. Scale vs Scope

The difference between an emergency and a disaster is not only a question of scale, but also of scope. We can examine this by way of the following example:

(1) A traffic accident involving two cars with four injured occupants may be a comparatively minor emergency, whereas a traffic accident involving a truck and a school bus with twenty injured occupants would be a more serious emergency.

This expansion is a matter of scale.

(2) Suppose that the truck involved in the second example was a tanker carrying propane and the accident occurred adjacent to a school. The truck caught fire and was in danger of exploding. Now in addition to the accident, there is a need to safely evacuate the students and staff of the school and get them out of the potential impact area.

(3) Suppose the tanker actually exploded and in addition to severely damaging the school and causing multiple casualties including dead and injured, the explosion damaged a nearby hydro sub-station. That damage cut off power to the community, and Hydro estimates that it will take two weeks to restore power.

This accident occurred in January at a time when the average daily temperature was approximately -20 c. and would likely remain so for most of the two week period.

The additional impacts represent exponential growth both of scale and scope.

The immediacy of the problem leading up to and including Part 2 remains primarily an emergency that can be resolved by the emergency responders, and on-site school officials. Although the scope of the event is increasing, in this example it remains within the capacity of the emergency responders and school officials.

In Part 3 it is likely that local emergency responders, the local hospital and available medical personnel may be overwhelmed. A comparatively small surge may be managed by drawing on mutual aid and medical facilities in nearby communities (assuming that there are such communities); however, a surge of this magnitude will likely exceed the capacity of nearby communities. Additional resources can be accessed but they are at some distance.

(4) Suppose the hospital's generator has a limited fuel supply, and the local fuel provider has no means of extracting it from its underground tanks without power, and no simple means of attaching a portable generator to his pumps.

(5) Suppose the majority of homes and business have no alternative power source, and Hydro will not be able to supply and rig a temporary power supply for at least two days. Some people, particularly those who require power to supply medical devices, those who are sick, the very old and the very young will be increasingly at risk as standby power runs out and as the retained heat in buildings dissipates.

The scale and scope of the event have now reached a point where this event might be described as a disaster.

Other Examples:

An early winter ice storm that exceeds Hydro's line clearing capacity, followed by a blizzard and rapidly dropping temperatures that impacts all of South-Eastern Manitoba from Selkirk south to the US border, including the City of Winnipeg and the Red River Valley, and east to the Manitoba/Ontario border.

An influenza pandemic approaching the scale and scope of the 1918 Spanish Flu.

ii. Impacts on Critical Infrastructure Networks/Cascade

While in no way minimizing the human impacts, each of these disasters have different characteristics, impacting on different areas of critical infrastructure. Although the initial impacts of a significant pandemic are on the healthcare system, and on the people

that operate, maintain and repair critical infrastructure networks, as the pandemic continues it is likely that maintenance related failures and repair issues will also become problematic.

As Critical Infrastructure fails and begins to impact the various interconnected networks that we rely on in a modern, industrialized society, a cascade may develop that is not unlike the organ failure cascade that can take place when serious illness or injury overtakes the human body.

2.0 EMERGENCY MANAGEMENT SYSTEM

2.1 System for Escalated Decision-Making

The Manitoba Emergency Management System (MEMS) is a schedule to the all-hazards Manitoba Emergency Plan (MEP) and sets out the structures used to facilitate an integrated response to major emergencies and disasters which in scale or scope exceed the resources available to on-site emergency responders, and requires the involvement and contribution of various municipal, provincial and federal departments and agencies, non-government agencies (NGOs), and the private sector, or requires escalated decision-making.

2.2 Complimentary with Other Systems

To the extent that it is appropriate the MEMS is intended to compliment the emergency management system used by the federal government, as well as those used by emergency responders, while at the same time conforming with the Constitutional, legislative and regulatory requirements, and the policies of the Government of Manitoba.

2.3 Integrated Government of Manitoba Response

The response of the departments and agencies of the Government of Manitoba should be marked by unity of purpose and common strategic objectives.

Departments and agencies are consulted during the planning phase, so that their input may be taken into consideration and included in plans and preparedness. To the extent that it is possible, roles and responsibilities will be identified, and operational issues will be resolved before an actual event. Pre-event planning, collaboration and the use of ICS should minimize potential conflict and encourage and enhance operational effectiveness and interoperability.

During a major emergency or disaster, all departments and agencies of the Government of Manitoba may be required to contribute personnel and resources, and responders should be trained to function in an ICS environment.

2.4.1 EMO Executive Director

On behalf of the Minister responsible for Manitoba EMO, the Executive Director has overall responsibility for the coordination of a Manitoba response to an emergency, and liaison between the ECC, the Steering Committee, and the Deputy Ministers' Committee on Emergency Management and Public Safety, including the form and content of situational advisories for dissemination to senior levels of government.

2.4.2 Integrated Public Information/ Communications

Effective emergency management in major emergencies and disasters depends on public reaction, confidence in the authorities managing the event, and compliance with their advice and directions. To facilitate accurate, common messaging, management and staff from Communications Services Manitoba, in coordination with their counterparts from federal and municipal government and the private sector, is responsible for coordinating the public communications function.

During a major emergency or disaster, all provincial departments and agencies are required to coordinate their public messaging through Communications Services Manitoba.

2.4.3 Departmental Roles

Departments and agencies may have various roles depending on the nature and scale of an emergency. These roles are set out in the all-hazards Manitoba Emergency Plan (MEP), and in the specific-hazards plans that are annexes to the MEP.

i. Primary, Supporting and Coordinating Departments

Major emergencies and disasters can vary widely in their scale and scope. Accordingly, departmental participation and roles can also vary. The following definitions describe the various departmental roles during an emergency:

(a) Primary Department

A department or agency with the legislated mandate related to a core element of an emergency. Depending on the nature of the emergency, there may be multiple primary departments.

(b) Supporting Department

A department or agency that provides assistance to a primary department.

(c) Coordinating Department

Manitoba EMO is the coordinating department of the Government of Manitoba based on the legislated responsibility of the Minister responsible for emergency management as set out under the Act.

Public Safety Canada is the federal coordinating department.

ii. Emergency Support Functions

Emergency support functions are actions in support of the needs that are anticipated to arise prior to or during an emergency. Departments, non-governmental organizations, and private sector representatives may be required to support the responsible department based on their resources and capabilities.

3.0 GOVERNANCE STRUCTURE

3.1 Escalated Decision-Making Across Departments

MEMS includes management structures and processes that are functional during non-emergency as well as emergency circumstances. Under MEMS, the Government of Manitoba will engage existing government operations structures to the greatest extent possible in responding to an emergency.

Decisions are influenced by the nature of the emergency without constraining the flexibility of the government to decide how it organizes its response to any given emergency.

The Manitoba governance structure allows for an escalated decision-making process across provincial departments and agencies, first to the Manitoba Emergency Coordination Centre (MECC), then to the Steering Committee, Deputy Ministers' Committee on Emergency Management and Public Safety, and then to Cabinet, or a sub-committee of Cabinet established for that purpose.

All or some of the following elements may be activated in response to an emergency. See Schedule 1 attached.

3.2 Manitoba Emergency Coordination Centre

The Manitoba Emergency Coordination Centre (MECC) is the facility where an integrated Government of Manitoba response to a major emergency or disaster is coordinated. It is staffed during major emergencies and disasters by Manitoba EMO personnel, along with additional personnel from other provincial and federal government departments and agencies, NGOs, and the private sector, as may be required in the circumstances.

The role of the MECC will vary somewhat depending on the nature of the emergency. If the emergency is one which can be resolved primarily on site by the typical emergency responders, the primary role of the MECC is to coordinate support.

If the emergency or disaster is one that cannot be resolved by the typical emergency responders, or where there is no specific site, the MECC may be used to coordinate the provincial or federal/provincial response.

3.2.1 Role of EMO Emergency Management Advisors

EMO Emergency Management Advisors and other personnel may attend to the site of a major emergency or disaster for the purpose of gaining situational awareness and reporting to the Director of Operations; coordinating provincial support; and providing advice to the local government and its agencies with respect to available provincial resources, declaration of a local state of emergency and exercise of the emergency powers under the Act, and activation of the local emergency plan.

3.2.1. Activation of the ECC

Depending on the nature of the emergency, and the level of Manitoba coordination required during an emergency, the Executive Director, may escalate or de-escalate response levels as appropriate, including activation of the MECC.

During a minimal MECC activation the MECC will be staffed by EMO Headquarters Staff under the direction of the Director of Operations. The primary objectives under minimal activation will be to monitor, analyze and disseminate information regarding a developing situation, and provide advice to the Executive Director.

Activity in the MECC may be escalated as circumstances require, with the addition of personnel and specialists from other departments and agencies, ultimately leading to a full activation of the MECC.

When fully activated liaison officers or subject matter experts from primary and support departments are engaged, and all of the primary functions within the MECC are staffed including command, operations, planning, logistics, and finance and administration.

Specialist functions reporting to the Director of Operations **may include** a representative from Communications Services Manitoba, counsel from the Manitoba Justice Department Civil Legal Services, a safety officer and department liaison personnel

3.3 Steering Committee

Steering Committees are established for specific hazards, and are co-chaired by the ADM of EMPS and a senior representative of the Primary Department most responsible for preparedness, response, recovery and mitigation of a specific hazard or event. If the Primary department is a Federal lead, participation shall be determined in consultation with the Regional Director of Public Safety Canada.

In a major emergency or disaster, this committee advises the Deputy Ministers' Committee on Emergency Management and Public Safety, and provides support and direction to officials within the MECC.

3.4 Deputy Ministers' Committee on Emergency Management and Public Safety

The Deputy Ministers' Committee on Emergency Management and Public Safety is chaired by the Clerk of Executive Council or his designate. In a major emergency or disaster, this committee provides advice to Cabinet, and direction to the Steering Committee through the Executive Director; and direction to Communications Services Manitoba on issues related to public communications.

3.5 Cabinet

In a major emergency or disaster, Cabinet is responsible for providing policy and direction to senior officials. To facilitate decision-making a sub-committee(s) of Cabinet may be formed to deal with specific issues.

End.