

APPROVAL OF EMERGENCY MANAGEMENT PROGRAMS, EMERGENCY PLANS, AND CONTINUITY PLANS; HAZARD AND RISK ASSESSMENTS

Date: August 31, 2018

Effective: August 31, 2018

Applies to: Local Authorities in Manitoba

1. Background

The Emergency Measures Act (Act) requires every local authority to prepare and adopt emergency management programs and emergency plans and submit them to Manitoba Emergency Measures Organization (EMO) for approval and co-ordination with other emergency management programs and emergency plans. After a program or plan has been submitted, Manitoba EMO may approve it as submitted or refer it back to the local authority for further action, with any recommendations or directions Manitoba EMO considers appropriate.

The Local Authorities Emergency Planning and Preparedness Regulation (Regulation) requires that each emergency management program adopted, reviewed or revised by a local authority after December 20, 2016 must contain an emergency plan and continuity plan¹.

The Regulation requires that a local authority must review, and where it considers it appropriate, revise its emergency management program and emergency plan at least once each year.

The Regulation requires that a local authority must review, and where it considers it appropriate, revise its continuity plan at least once every two years.

The Regulation requires that a local authority must prepare a hazard and risk assessment that identifies all natural and human-made hazards and risks that could reasonably cause, in its geographic area of jurisdiction,

- (a) loss of life;
- (b) harm or damage to the safety, health or welfare of people;
- (c) damage to property or other economic impact;
- (d) damage to the environment; or

¹ Note: Manitoba EMO is referring to the business continuity plan as simply the “continuity plan”.

(e) an interruption of a critical service.

2. Supporting Policies and Procedures

Emergency Management Programs

What emergency management program submissions and approvals are required?

On an annual basis, a local authority must adopt its emergency management program by resolution or as a by-law.

On an annual basis, a local authority must submit a copy of

- 1) the resolution or by-law, or
- 2) a letter referencing its resolution or by-law to Manitoba EMO.

What is the submission period for emergency management program approvals?

Up until now, Manitoba EMO has required that a local authority provide evidence that it has adopted its emergency plan. With the new Regulation, the focus is shifting to the entire emergency management program because of its importance in enabling local authorities to be prepared to implement their emergency plans and to reduce risk. Because of this, Manitoba EMO will, in the coming years, require that a local authority also provide evidence that it has adopted its emergency management program, as required in the Act.

The annual submission period will be September 1 to December 31 for the emergency management program that will be in force for the calendar year to follow.

A local authority must submit its first resolution/by-law/letter for its emergency management program by December 31, 2020.

Does the emergency management program have to be approved by council during the submission period?

Yes, the emergency management program should be approved during this period.

Will Manitoba EMO review emergency management programs?

Yes, Manitoba EMO will review emergency management programs through an assessment conducted at least once every four years. The assessment process will provide local authorities

and Manitoba EMO with an opportunity to take a look at multiple parts of the emergency management program, rather than just the emergency plan.

How will the emergency management program assessment be carried out?

Manitoba EMO is currently developing the assessment process.

The content of the assessment is based on the specific emergency management program requirements in the Act and Regulation and the requirements of the emergency management program standards listed in the Regulation (CSA Z1600 or NFPA 1600).

These requirements will be compiled into an assessment document that Manitoba EMO will provide to local authorities. The assessment process may include a self-assessment as well as an in-person meeting of the municipal emergency coordinator (MEC) and Manitoba EMO to review the program.

Manitoba EMO is working to pilot the assessment process in 2018. Once the process has been piloted and completed, Manitoba EMO will set out a multi-year schedule that lists which local authorities will be assessed each year and the dates by which local authorities must complete assessment documents.

Emergency Plans

What emergency plan approvals and submissions are required?

On an annual basis, a local authority must adopt its emergency plan by resolution or as a by-law.

On an annual basis, a local authority must submit a copy of

- 1) the resolution or by-law, or
- 2) a letter referencing its resolution or by-law to Manitoba EMO.

Does a local authority have to submit its emergency plan to Manitoba EMO?

Yes, a local authority must ensure that Manitoba EMO has a copy of the most current emergency plan adopted by council.

If a local authority adopts the version of its emergency plan that it has previously provided to Manitoba EMO, it does not need to resubmit that emergency plan to Manitoba EMO. It may instead state in its resolution, by-law, or letter submitted to Manitoba EMO that it has adopted the previous emergency plan and note the date written on that plan or the date on which the previous emergency plan was submitted to Manitoba EMO.

What is the submission deadline for emergency plans and emergency plan approvals?

Starting in 2018, the annual submission period will be September 1 to December 31 for the emergency plan that will be in force for the calendar year to follow.

Transition: For 2018, if a local authority has already submitted an emergency plan to Manitoba EMO in 2018 (August 31 or earlier), it may either

- submit an updated emergency plan during the 2018 fall submission period, or
- advise Manitoba EMO that the plan it already submitted in 2018 should be counted as its 2018 annual submission.

Transition Examples:

- Municipality A had an annual submission date of February 1. It heard that Manitoba EMO was switching to a new annual submission period in fall so it did not submit a plan on February 1, 2018. It submits a plan in the new submission period. This plan will be in effect for the 2019 calendar year.
- Municipality B had an annual submission date of February 1 and submitted its plan to Manitoba EMO on February 1, 2018. It decides to update its emergency plan and submit this plan in the new submission period (September 1 to December 31). This plan will be in effect for the 2019 calendar year.
- Municipality C had an annual submission date of February 1 and submitted its plan to Manitoba EMO on February 1, 2018. It determines that there are no changes to its emergency plan and advises Manitoba EMO during the new submission period that its February 1 submission should be counted as its 2018 submission. The February 1, 2018 plan will be in effect for the 2019 calendar year.

Does the emergency plan have to be approved by council during the submission period?

Yes, the emergency plan should be approved during this period.

The exception to this for 2018 is for those local authorities that submitted an emergency plan between January 1, 2018 and August 31, 2018 and advise Manitoba EMO that this emergency plan should be counted as the 2018 submission (see previous explanation).

What happens after the local authority submits its emergency plan to Manitoba EMO?

Manitoba EMO will provide a letter of receipt within a week of receiving the submission.

Manitoba EMO will then provide another letter within a month of receiving the submission stating that it

- Accepts the plan as submitted,
- Accepts the plan, but notes where changes are required or recommended,
- Does not accept the plan, and notes where changes are required, or
- Is still reviewing the plan, and an expected date that it will provide a final response.

If Manitoba EMO accepts a plan but notes where changes are required, it will provide a date by which the changes should be made. This date will typically be the next annual submission period but may be sooner.

Manitoba EMO may identify required or recommended changes for plans that it has approved in previous years. This approach is intended to support municipalities in progressing toward comprehensive emergency plans.

Does a MEC need to submit emergency plans to Manitoba EMO for review before bringing them to Council for approval?

These new policies mean that MECs are not required to submit their emergency plans to their Manitoba EMO Emergency Management Advisors (EMAs) for pre-review prior to the annual submission period. However, MECs may continue to request that their EMAs advise on or review their emergency plans at any time during the year.

Continuity Plans

What emergency plan approvals and submissions are required?

Every two years, a local authority must adopt its continuity plan by resolution or as a by-law.

Every two years, a local authority must submit a copy of its resolution or by-law or a letter referencing its resolution or by-law to Manitoba EMO.

Does a local authority have to submit its continuity plan to Manitoba EMO?

A local authority is not required to submit its continuity plan to Manitoba EMO when it adopts the plan. Instead, Manitoba EMO will review continuity plan documents during the emergency management program assessment process.

Local authorities may request that their EMA advise on or review their continuity plans at any time.

What is the submission deadline for continuity plan approvals?

The annual submission period is September 1 to December 31 for the plan that will be in force for the following two calendar years to follow.

A local authority must submit its first resolution/by-law/letter for its continuity plan by December 31, 2020.

What resources will Manitoba EMO provide to local authorities for continuity plans?

Manitoba EMO is developing basic training for continuity planning for local authorities, guidance documents, and optional templates. As with emergency plans, local authorities may find additional resources (templates, examples, training) on websites or through commercial sources.

Is the MEC responsible for continuity planning?

Manitoba EMO is working to provide guidance regarding the MEC's role in continuity planning. These are some considerations:

- The Regulation considers the continuity plan to be a component of the emergency management program. The Act directs the local authority to appoint a person to prepare and coordinate emergency management programs. This person is known as the municipal emergency coordinator. Thus, the current approach to interpreting the Act and Regulation would suggest that the responsibility to lead continuity planning should be assigned to the MEC.
- Disruptions to a number of services that a local authority would likely assess to be a critical service have typically been resolved through an emergency management type of response and the efforts of MECs. These disruptions are viewed as emergencies because of the potential for rapid and negative life safety and property impacts to residents. (Recall that the Act defines an emergency as a present or imminent situation or condition that requires prompt action to prevent or limit (a) loss of life, or (b) harm or damage to the safety, health or welfare of people, or (c) damage to property or the environment.) An example of this is a disruption to water treatment capabilities. Because of the potential impacts to residents, many emergency plans already have specific sections for dealing with situations that might be included in a continuity plan.

- Some local authorities have suggested that preparing for and coordinating a response to disruptions of critical services that fall outside the typical scope of emergency management should be led by a Chief Administrative Officer (CAO), department head, or other municipal staff. For example, a plan to deal with a disruption to an IT system that supports critical processes might be appropriately assigned to an IT administrator.

At this time, Manitoba EMO encourages local authorities to implement the approach to continuity planning that works for them: MEC-led; CAO/Administration-led; or combination of MEC and CAO/Administration-led.

However, Manitoba EMO's main contact for all aspects of the emergency management program including the continuity plan will be the MEC.

Hazard and Risk Assessments

Does a local authority have to submit its hazard and risk assessment to Manitoba EMO?

Yes, a local authority should ensure that Manitoba EMO has a copy of its most current hazard and risk assessment.

What is the submission deadline for hazard and risk assessments?

A local authority should submit its hazard and risk assessment with its annual emergency plan submission, and whenever the hazard and risk assessment is updated. This is the practice that most local authorities are already following.

In 2018, a local authority should submit its hazard and risk assessment during the new submission period for emergency plans.

Summary of Dates and Documents

Required Element	Approval Documents Provided to Manitoba EMO	Other Documents Required	Submission Period	Submission Frequency	First Submission Year
Emergency Management Program	Copy of resolution or by-law that adopts required element OR A letter referencing the resolution or by-law	Documents to support Emergency Management Program Assessment - to be determined	September 1 to December 31	Annual	2020
Emergency Plan		Most current Emergency Plan		Annual	2018 (has been a long-time requirement)
Continuity Plan		Documents to support Continuity Plan to be determined		Every two years	2020
Hazard and Risk Assessment		Most current Hazard and Risk Assessment	In 2018 – September 1 to December 31	Annual and whenever updated	2018