



TOWNSHIP

OF

O'CONNOR

MUNICIPAL

EMERGENCY PLAN

December 18, 2017

(Amended November 22, 2021)

TABLE OF CONTENTS

INTRODUCTION iii

FORWARD iv

COMMUNITY EMERGENCY MANAGEMENT PROGRAM COMMITTEE iv

EMERGENCY PLAN FOR THE COORDINATION OF SERVICES IN THE EVENT OF A REAL OR IMPENDING EMERGENCY

1. AIM 1

2. COMPOSITION OF THE MUNICIPAL EMERGENCY CONTROL GROUP..... 1

3. COMPOSITION, RESPONSIBILITIES AND POWERS OF THE COMMUNITY CONTROL GROUP (CCG) 1

4. IMPLEMENTATION OF PLAN 1

5. INCIDENT MANAGEMENT SYSTEM (IMS)..... 2

RESPONSIBILITIES:

6. MUNICIPAL EMERGENCY CONTROL GROUP..... 3

7. MAYOR (HEAD OF COUNCIL) 3

9. CLERK-TREASURER 4

10. EMERGENCY INFORMATION OFFICER..... 5

11. OPP THUNDER BAY DETACHMENT COMMANDER..... 5

12. COMMUNITY EMERGENCY MANAGEMENT CO-ORDINATOR..... 6

13. FIRE CHIEF OR DEPUTY FIRE CHIEF 6

14. ROAD SUPERINTENDENT/LEADHAND 6

15. EMERGENCY MEDICAL SERVICES MANAGER..... 7

16. MEDICAL OFFICER OF HEALTH..... 7

17. THE THUNDER BAY DISTRICT SOCIAL SERVICES ADMINISTRATION BOARD 8

18. MINISTRY OF NATURAL RESOURCES & FORESTRY DISTRICT MANAGER ... 8

RESPONSIBILITIES (CON'T):

19. LAKEHEAD REGION CONSERVATION AUTHORITY CAO 8

20. EVACUATION PROCEDURES 9

APPENDIX “A” - EMERGENCY COMMUNICATIONS PLAN 10

APPENDIX “B” – INCIDENT MANAGEMENT SYSTEM (IMS) 11

APPENDIX “C” – O’CONNOR HIRA 14

APPENDIX “D” – EMERGENCY EVACUATION PLAN 16

APPENDIX “E” – PUBLIC INFORMATION GUIDE: EVACUATION..... 19

APPENDIX “F” – PUBLIC INFORMATION GUIDE: DANGEROUS GASES 21

APPENDIX “G” – PUBLIC INFORMATION GUIDE: SEVERE WINDSTORMS/TORNADO
..... 22

APPENDIX “H” – INFLUENZA PANDEMIC PLAN 23

INTRODUCTION

The Township of O’Connor is situated 26 km west of the City of Thunder Bay, adjacent to the Municipality of Oliver Paipoonge, the Township of Conmee, the Township of Gillies and the unincorporated Township of Marks. It has an area of approximately 109 square km and has a rural population of approximately 700.

Highway 590 runs through the northern half of the Township in an east/west direction and Highway 595 runs north and south through the centre of the Township. The Whitefish River Valley (in the southeast) is a major physical feature of the Township. O’Connor Township is characterized by rural residential development and small-scale agriculture.

O’Connor has a volunteer Fire Service and First Response Team, and its policing is conducted by the OPP Thunder Bay Detachment.

O’Connor has enhanced 911 service.

O’Connor’s Critical Infrastructure is listed in a Supplemental Document 1.

The most probable emergencies to affect the Township are listed in the HIRA (Hazard Identification and Risk Analysis) and are attached as Appendix B.

The Ontario Power Generation (OPG) has a Kaministiquia River System Dam Safety and Emergency Preparedness and Response Plan. A Copy of this plan is to be kept in the

Emergency Operations Centre and is referred to in any dam break or serious flooding of the Kaministiquia River.

The Lakehead Region Conservation Authority (LRCA) is the lead agency in a flood. A copy of its Flood Warning System – External Plan is to be kept in the Emergency Operations Centre and is to be utilized in any flood or impending flood.

FORWARD

Emergencies are defined as situations or the threat of impending situations abnormally affecting the health, safety, welfare, or property of the community, which by their nature or magnitude require a controlled and coordinated response by all agencies. These emergencies are distinct from the routine operations carried out by municipal agencies (e.g. fire, police, road departments, etc.).

The Emergency Management and Civil Protection Act is the authority for the by-law formulating this Emergency Plan. This plan prescribes procedures for and the manner, in which, municipal employees and other persons will respond to an emergency.

The Emergency Management and Civil Protection Act states “Head of Council may declare that an emergency exists in the municipality or in any part thereof and may take such action and make such orders as he/she considers necessary and are not contrary to the law to implement the Emergency Plan of the municipality and to protect the property and the health, safety and welfare of the inhabitants of the emergency area”. Accordingly, it is clear, that the principal function of the Community Control Group, if assembled, is to assist the Head of Council in making and placing in effect any decisions and orders that are made to control and mitigate the effects of an emergency.

All members of the Municipal Emergency Control Group, and the Community Control Group should read the Township of O’Connor Municipal Emergency Plan, know where their copy is kept and should be familiar with their duties in the event of an emergency.

In addition to this Emergency Plan, each responding department/agency will also have its own Emergency Plan or standard operating procedures, call-out and resource list.

COMMUNITY EMERGENCY MANAGEMENT PROGRAM COMMITTEE

The Community Emergency Management Program Committee is comprised of the Mayor and Council, the Fire Chief, CEMC and Alternate CEMCs, and the Clerk-Treasurer. This group will approve the Emergency Plan’s content and review the municipal emergency management program annually and is chaired by the Mayor (Head of Council).

EMERGENCY PLAN FOR THE COORDINATION OF SERVICES IN THE EVENT OF A REAL OR IMPENDING EMERGENCY

1. **AIM**

To establish a general plan of action for the coordinated response in the event of an emergency, or impending emergency, in order, to preserve life, health and property.

2. **COMPOSITION OF THE MUNICIPAL EMERGENCY CONTROL GROUP (MECG)**

The Municipal Emergency Control Group (MECG) shall be comprised of the following persons:

- Mayor
- Clerk-Treasurer
- Fire Chief
- Deputy Fire Chief

All emergency operations shall be directed and controlled by the Municipal Emergency control Group (MECG) who will assemble at the Emergency Operations Centre (EOC).

3. **COMPOSITION, RESPONSIBILITIES AND POWERS OF THE COMMUNITY CONTROL GROUP (CCG)**

The CCG shall act as a support group to the MECG and be comprised of the following persons or their alternates:

- OPP Thunder Bay Detachment Officer
- CEMC
- Roads Superintendent/Leadhand
- Emergency Medical Services Supervisor
- Medical Officer of Health
- Thunder Bay District Social Services Administration Board (TBDSSAB) CAO
- Ministry of Natural Resources and Forestry (MNR) District Manager (In case of fire, flood, or drought)
- Lakehead Region Conservation Authority (LRCA) CAO (In case of flood)

Note: Not all CCG members have to be present for the CCG to function. Additional personnel may be required (a dangerous goods expert, a representative from Ontario Power Generation, etc.).

4. **IMPLEMENTATION OF THE PLAN**

It is the responsibility of the first responding agency at the scene of an emergency to assess the situation and to recommend whether this plan should be implemented. If the size or seriousness of the emergency appears beyond the capability or responsibilities of that agency, the plan shall be put into effect. Any member of the

CCG, upon realizing the magnitude of an emergency or impending emergency warranting the plan's implementation, may do so.

Once the emergency exists, municipal employees may take such action(s) under this Emergency Plan as required to protect lives and property of the community even though an emergency has not been declared under the Act.

5. **INCIDENT MANAGEMENT SYSTEM (IMS)**

The Ontario Incident Management System (IMS) is designed to be a response system, but it can be used to manage all stages of an incident. It was created to give communities and organizations a common framework to communicate, coordinate and collaborate during an incident response.

An incident is an occurrence or event that requires a coordinated response by emergency services or other responders to protect people, property, and the environment. Whether an incident is small or large, IMS can help communities and organizations work together more effectively and efficiently.

IMS provides guidance on all aspects of coordinating an incident response, including:

- Support to the site
- Coordination of incident response efforts
- Command of incident response efforts
- Communication.

IMS can be used at the site of an incident, for a planned event, in an Emergency Operations Centre (EOC) or a designated location (for non-site-based incidents such as a pandemic or cyber attack) where incident coordination and support take place. IMS is flexible and can be used in both small and large incidents.

In an incident, the first arriving responder becomes the Incident Commander, and they are responsible for all the IMS functions required for the response. The transfer of command may occur if:

- A previously appointed or more appropriate responder is needed to fill the role of the Incident Commander,
- Coordination and Command must be handed over to a different response organization,
- There is a shift change.

If the Incident Commander changes, a detailed hand-over briefing is required.

An EOC may also be opened. The Incident Commander may decide that the incident requires an EOC to provide additional support and resources at the site. The functions of an EOC can also be performed virtually, either by choice or due to circumstances such as poor weather conditions where travelling is not safe.

Appendix "B" of this Plan details the IMS six core functions, and the rolls of individuals involved.

7. THE MUNICIPAL EMERGENCY CONTROL GROUP (MECG) SHALL:

- a) Implement the Incident Management System (IMS),
- b) Take such action as is necessary to minimize the effects of an emergency or disaster on the municipality or its inhabitants,
- c) Direct, co-ordinate and supply administrative and logistic support to all municipal departments and volunteer organizations in controlling the emergency or disaster,
- d) Be prepared to authorize the expenditure of municipal funds, which are required for the preservation of life and health,
- e) Establish an information center for issuance of accurate news releases to the media and for issuance of authoritative instructions to the public in general,
- f) Take initiative on any action required which is not covered in the Emergency Plan,
- g) Share information on the emergency and important actions taken by you and your agency with other members of the CCG via a written flip chart type of device and retain the information for the purpose of record keeping,
- h) Ensure all necessary CCG members have been contacted,
- i) Be aware that communications are usually the first thing to break down in an emergency. Ensure the CCG communicate well within the group, to/from their department/agency, use maps when applicable or any other means to assist in sharing of information,
- j) Gather with all available members of the CCG involved at regular intervals called "Operations Cycle" to inform each other of actions taken and problems encountered. Frequency of meetings and agenda items will be established by the Clerk-Treasurer in consultation with the Mayor (Head of Council) and CEMC. Meetings will be kept as brief as possible to allow members to carry out their individual responsibilities,
- k) Ensure all personnel have been accounted for and advised of the termination of the emergency to ensure that no workers are left behind. Each agency should have a list of its personnel working during the emergency and use it as a "check-off list" at the termination of the emergency,
- l) Individually maintain a log of all actions taken.

7. THE MAYOR (HEAD OF COUNCIL) SHALL:

- a) Consult with members of the MECG and CCG and decide if a state of emergency should be declared,
- b) Declare an emergency under the Emergency Management & Civil Protection Act, if warranted,
- c) Order an evacuation of people in the danger zone from a potentially life-threatening or health situation, if warranted and in consultation with applicable experts in the CCG,

- d) Appoint an Emergency Information Officer if it is to be other than the Clerk-Treasurer,
- e) Ensure the Office of the Fire Marshal and Emergency Management (OFMEM) has been notified by fax of the "Declaration of Emergency" (Supplemental Document 6) via the Provincial Emergency Operations Centre (PEOC),
- f) Approve news and public announcements,
- g) Request assistance from neighbouring municipalities for evacuation and reception centres, if applicable,
- h) Update MECG on the emergency as required,
- i) If an "Emergency" has been declared, ensure the Office of the Fire Marshal and Emergency Management (OFMEM) has been notified by fax of the "Termination of Emergency" (Supplemental Document 7) via the PEOC at the end of the situation,
- j) Assist the Clerk-Treasurer with the application for the Municipal Disaster Recovery Assistance (MDRA) funding,
- k) Keep a log of all actions taken.

Note: Under the Emergency Management & Civil Protection Act, in the municipality, only the "Mayor (Head of Council)" may declare an emergency. In the absence of the Mayor the acting Mayor as per the O'Connor CCG Call Out List, is able to declare an emergency. Normally the "Mayor (Head of Council)" declares the emergency terminated; however, under the Act, the Municipal Council or the Premier of Ontario may declare the termination of an emergency.

8. THE CLERK-TREASURER SHALL:

- a) Serve as an advisor to the Mayor (Head of Council) on administrative matters and provide for the safety of municipal records,
- b) Ensure that all members of the Municipal Emergency Control Group (MECG) and appropriate Community Control Group (CCG) have been called out by the most effective means necessary,
- c) Carry out any necessary administration in connection with the emergency,
- d) Act as Emergency Information Officer and arrange for the establishment of a public information service to provide specific information to people who may be affected by the emergency,
- e) Maintain liaison with all supporting agencies, as required,
- f) Arrange for a reception centre, in an appropriate location, to provide immediate services until social service agencies arrive,
- g) Arrange for volunteers to assist the Thunder Bay District Social Services Administration Board (TBDSSAB) in the social services function,
- h) Have and maintain an up-to-date inventory list of supplies and equipment required for the Emergency Operations Centre (EOC), keep one copy of the list in the EOC, and ensure that supplies and equipment are always in the EOC,
- i) Conduct "Operations Cycle" in the EOC - refer to "MECG Responsibilities,"
- j) Apply for any Municipal Disaster Recovery Assistance (MDRA) funding which may be available following the termination of a declared emergency,

- k) Maintain a log of all actions taken,
- l) Ensure that local names, telephone numbers, etc. are electronically updated regularly for this plan. Ensure hard copies are distributed to local plan holders.

9. THE EMERGENCY INFORMATION OFFICER SHALL:

- a) Arrange for the dissemination of special information (e.g., emergency responders to report to a location or go on standby for call-out, as the case presents; citizens to refrain from using telephones so emergency communications will remain open; provide information on health hazards as prepared by the Medical Officer of Health),
- b) Schedule press conferences on a regular basis,
- c) Utilize 211 Service,
- d) Arrange for media facilities,
- e) Appoint a Citizen Inquiry Officer and telephone for a Citizen Inquiry Hot Line,
- f) Send a notification on the Township of O'Connor alert message system to notify residents that have signed up for emergency alerts,
- g) Gather information from emergency services and prepare releases for the approval of the Mayor (Head of Council), prior to all press conferences,
- h) Maintain a log of all actions taken.

10. THE OPP DETACHMENT COMMANDER SHALL:

- a) Activate the department's emergency alert system,
- b) If appropriate, appoint an on-site Police Coordinator,
- c) If warranted, set up an on-site command post, either in existing facilities or in a mobile command post,
- d) Seal off the emergency in the event such action is necessary,
- e) Control traffic to facilitate the movement of emergency and evacuation vehicles,
- f) Assist the Fire Department in evacuation of buildings and areas,
- g) Provide security and prevent looting in emergency or evacuation areas and reception centers,
- h) Arrange for additional police assistance, if required,
- i) Advise the Coroner in the event of fatalities and perform whatever additional responsibilities may be necessary under the Coroners Act and other statutes,
- j) Keep the Municipal Emergency Control Group (MECG) apprised of the Emergency situation,
- k) Maintain a log of all actions taken.

11. THE COMMUNITY EMERGENCY MANAGEMENT CO-ORDINATOR (CEMC) SHALL:

- a) Advise the Office of the Fire Marshal & Emergency Management (OFMEM) of any declared "Emergency" in the Provincial Emergency Operations Centre via fax and liaise with OFMEM during the emergency (notify Amethyst Field Officer as a courtesy),
- b) Contact the Lakehead Amateur Radio Club and arrange for the Club to either be on standby, or to have members attend and assist in communication functions if communications may be a problem,
- c) Act as a resource person for equipment, advisors, volunteer, Provincial and Federal agencies,
- d) Act as Advisor to the Mayor (Head of Council),
- e) Notify the Provincial Emergency Operations Centre via fax at the termination of a declared emergency,
- f) Conduct a debriefing session following the termination of a declared emergency,
- g) Coordinate or assist with an emergency exercise in the municipality each year,
- h) Maintain a log of all actions taken.

12. THE FIRE CHIEF OR DEPUTY FIRE CHIEF SHALL:

- a) Implement the Incident Management System (IMS),
- b) Activate the Fire Service's Emergency Call-Out System,
- c) Conduct firefighting operations,
- d) Direct and/or assist rescue operations,
- e) Activate the Fire Mutual Aid System, if required,
- f) In the event of a dangerous goods spill,
 - i) Ensure the Ministry of Environment and CANUTEC are contacted for any assistance required,
 - ii) Make available to the CCG the applicable portion(s) of the Book entitled "North American Emergency Response Guidebook,"
- g) Should either a Chemical, Biological, Radiological, Nuclear and Explosive (CBRNE), or Heavy Urban Search and Rescue (HUSAR) team be required, call for the Applicable team,
- h) Keep the MECG updated on the Emergency situation if the Fire Services are involved,
- i) Maintain a log of all actions taken.

13. THE ROAD SUPERINTENDENT/LEADHAND SHALL:

- a) Implement an Incident Management System (IMS),
- b) Activate the department's emergency alert system,
- c) Provide municipal equipment and personnel, as necessary,

- d) Arrange on a local basis for the procurement of additional equipment as needed,
- e) Liaise with Ontario Provincial Officials and obtain necessary resources from them when warranted,
- f) Confirm the disconnection of utilities that represent a hazard and keep a list of local suppliers and location of equipment in the case of an emergency,
- g) Advise the MECG when sustained damage to structures exceeds safe limits,
- h) Assist with cleanup operations, and repair damages where there is a municipal responsibility,
- i) Provide signage and barricades,
- j) Assist in search and rescue of trapped and injured people,
- k) Restore and obtain assistance in restoring essential services,
- l) Maintain a log of all actions taken.

14. EMERGENCY MEDICAL SERVICES MANAGER SHALL:

- a) Activate the department's emergency alert system and emergency plan,
- b) Assume responsibility for triage and evacuation of casualties from the emergency site,
- c) Assume responsibilities for additional resources of ambulances, personnel, and communications equipment via Central Ambulance Communications Centre in Thunder Bay:
 - i) Using ambulance radio frequencies OR by calling 911 for ambulance dispatch,
- d) Provide and co-ordinate all transport requirements for the movement of casualties,
- e) Keep the Medical Officer of Health and the MECG informed at regular intervals of all ambulance service activities,
- f) Maintain a log of all actions taken.

15. MEDICAL OFFICER OF HEALTH SHALL:

- a) Activate the Thunder Bay District Health Unit's emergency alert systems,
- b) Coordinate all community health and medical services that may be required and liaise with other essential services,
- c) Provide and disseminate public information on any health hazards,
- d) Provide advice on public health matters to the Mayor (Head of Council),
- e) Provide for mass immunization, if required,
- f) Oversee water quality and advise on an alternate supply of potable water, if required,

- g) Provide advice to the Mayor (Head of Council) on the evacuation of buildings and area for health reasons,
- h) Notify other agencies and senior levels of government about health-related matters,
- i) Maintain a log of all actions taken.

16. **THUNDER BAY DISTRICT SOCIAL SERVICES ADMINISTRATION BOARD (TBDSSAB) SHALL:**

- a) Activate the department's emergency alert system,
- b) Alert/call-out the following, as necessary:
 - i. Salvation Army
 - ii. Canadian Red Cross
 - iii. St. John Ambulance,
- c) According to the nature of the emergency, ensure the survival and well-being of people during and following an emergency by coordinating with the local social services agency and volunteer groups, for:
 - i. **Emergency clothing** to provide adequate protection from the elements,
 - ii. **Emergency lodging** to provide adequate temporary accommodation for the homeless,
 - iii. **Emergency feeding** to sustain those without food or adequate food preparation facilities, and in conjunction with the Salvation Army,
 - iv. **Individual and family services** to assist and counsel individuals and families in need, and to provide special care to unattached children and dependent adults,
- d) Assist the Red Cross in the registration and inquiry services to reunite families and to collect information and answer queries concerning the safety and whereabouts of missing persons,
- e) Maintain a log of all actions taken.

17. **THE MINISTRY OF NATURAL RESOURCES & FORESTRY (MNR) DISTRICT MANAGER SHALL:**

- a) Issue the preliminary alert in a forest fire, flood, or drought situation to municipal officials,
- b) Provide for forest fire fighting or flood control as per Ministry policy,
- c) Recommend evacuation, if warranted,
- d) Determine the evacuation routes in conjunction with municipal officials and the Ontario Provincial Police,
- e) On completion of the fire or flood emergency, authorize the return of the residents if they have been ordered evacuated by the Province,
- f) Maintain a log of all actions taken.

18. LAKEHEAD REGION CONSERVATION AUTHORITY (LRCA) CAO SHALL:

- a) Activate the Authority's Flood Warning Plan,
- b) Issue a preliminary flood "Advisory" in a potential flood situation to municipal officials and to the media,
- c) Issue a flood "Warning" in a flood situation to municipal officials and to the media,
- d) Advise municipal officials when alerted of a dam breach or a potential failure,
- e) Provide technical flood data,
- f) Cancel flood Advisory/Warning as the situation warrants,
- g) Maintain a log of all actions taken.

19. EVACUATION PROCEDURES

REFER TO APPENDIX "D" – Emergency Evacuation Plan

- a) In the event, that only a small portion of O'Connor is ordered evacuated, reception centres will be set up in safe areas of the Township and only utilized if it is safe, timely and prudent to do so.
- b) Evacuees will be encouraged to stay with relatives or friends rather than using reception centres.
- c) In an evacuation, whereby the residents of the Township are required to leave O'Connor, the Reception Centre will be in the City of Thunder Bay. Evacuation routes will be selected depending on the road conditions and safety factors.
 - i. Evacuation Routes:
 - 1. Highway 590 and 595 to Highway 11/17 and East to Thunder Bay**
 - 2. Highway 590 and 588 to Highway 11/17 and East to Thunder Bay**
- d) On evacuation orders by the Mayor (Head of Council), or the District Manager of the Ministry of Natural Resources and Forestry in the case of a forest fire or flood, the Fire Department, assisted by the OPP, will alert the residents by going door to door. The Emergency Information Officer will also put out a message on the Township of O'Connor alert message system to notify residents that signed up for emergency alerts.
- e) The Clerk-Treasurer or Emergency Information Officer, if designated by the Mayor (Head of Council), will use electronic media to assist in alerting residents, explaining the mode of travel and evacuation route. A sample notice is shown in Appendix D, named "Public Information Guide: Dangerous Gases", and Appendix E, named "Public Information Guide: Severe Windstorms/Tornado" and can be modified to meet the current situation.
- f) The Mayor (Head of Council), time permitting, will give a brief interview to the electronic media to verify for residents the authenticity of the evacuation order and to provide reassurance to them.

APPENDIX “A”
EMERGENCY COMMUNICATIONS PLAN

- A) Timely and accurate information is of utmost importance during an emergency. Sharing of information is critical for a coordinated response. Each department and position/person listed in the Emergency Plan must know their role in the Emergency Plan and their role in their everyday duties. This includes how they communicate on a regular basis and how they communicate when the normal lines of communication are out of service.
- B) Upon implementation of the Emergency Plan, ensure the following is carried out to facilitate communication and an effective response:
- CCG: i) Share information verbally and visually with other CCG members.
 - ii) Initiate and ensure two-way communication with your department and your department head at the site, via the best available method e.g., land line, telephone, cellular telephone, radio, fax, runner, ham radio.
 - iii) Create timely, accurate, and appropriate information for the public for dissemination by the Emergency Information Officer. (Approved and signed by Mayor (Head of Council)).
 - iv) Prepare public education bulletins concerning health, safety, or security as needed, for distribution to the public by the Emergency Information Officer via the media, text messaging alert system, website, handout, etc.
 - v) If reception centres are set up, provide above information via maps, hard copies and verbally to the CCG members.
 - vi) Time permitting, the “Head of Council” should give live media coverage initially or at a public meeting to give authority for the emergency. (The public will be better able to believe the situation as there is often denial.)
 - vii) Liaise with mutual aid, corresponding municipal, provincial, federal, and industrial counterparts.
 - viii) When official requests are made for provincial or federal help, communicate by the most secure and effective means via the Provincial Emergency Operations Centre (PEOC). Otherwise, there could be a breakdown of communications and unneeded costs to the municipality.
 - ix) Ensure the Emergency Information Officer is in place and appoint as needed. Make sure that all the resources needed are available, and that their duties are being carried out in a timely and accurate manner.

- x) Utilize 211 Services.

APPENDIX “B”

INCIDENT MANAGEMENT SYSTEM (IMS)

The Incident Management System (IMS) applies a functional approach to emergency management. In doing so, it allows for the utilization of available personnel to fulfill the required functional roles regardless of their normal daily positions and assignments within the Township. It is important to note that some functional requirements of the Emergency Operations Centre (EOC) are best suited to individuals who possess the required training, competency, and professional skills to fulfill the functional responsibilities.

The six core functions of the IMS are listed in the following chart and are the responsibility of the EOC Director. The EOC Director may begin to coordinate virtually until they are able to deploy to the EOC. The EOC Director has the authority to delegate functions as required, and in doing so may establish each functional area as the need arises (tool-box approach). The general practice is, the more complex the incident, the larger the command structure needed, to, effectively and efficiently, manage the incident.

The IMS assists communities and organizations to coordinate a structured incident response of any scale and communicate and collaborate effectively. There are four core principles of the IMS. They are:

- Communication – to provide shared situational awareness and protect responders and the public.
- Coordination – to help incident responders from different communities and organizations achieve common objectives under a shared governance system.
- Collaboration – to foster an environment that helps incident responders work well together.
- Flexibility – to allow communities and organizations to use only the resources and tools necessary to achieve common objectives.

The EOC Director is responsible for ensuring all functions of the IMS are completed, whether he/she chooses to delegate the function, or not.

Unlike other emergency services, the Township of O’Connor has no official designated ranking structure as found in the chain of command of emergency services. However, the Township structure has a natural inferred hierarchy that is applicable to an Incident Management System.

It is important to note that the six core functions of the IMS common to all incidents include and are listed in the following chart:

- 1. Coordination and Command Function** – Incident Commander, EOC Director, Liaison Officer, Safety Officer, Emergency Information Officer and Scribe
- 2. Operations Function**

3. Planning Function
4. Logistics Function
5. Finance and Administration Function
6. Public Information Management Function

Roles of the IMS	Core Functions of the IMS
Coordination and Command Function	
Incident Commander (Command at the Site from the Incident Command Post)	The Incident Commander coordinates and commands all the incident site response activities. Responsible for defining the objectives, strategies, and tactics for the overall incident response, coordinating the activities of the incident response organizations (for example, a serious motor vehicle accident may require the coordination of police, paramedics, fire, and transportation services), maintaining the safety of all incident responders and coordinating all aspects of the site including facilities, communications, logistics and other aspects as appropriate.
EOC Director (Incident support) or Commander (Command of the Incident) (Command at the EOC)	Responsible for the overall management of the EOC facility and assigned resources within the EOC, and the provision of support to the Site Incident Commander. EOC Directors may also coordinate other aspects of an incident response such as traffic control operations or flood mitigation efforts. In rare circumstances, the EOC Director may be in command of an incident response and take on the title of EOC Commander .
Liaison Officer (Coordination and Command Staff at the EOC)	The primary contact for outside communities and organizations involved in supporting an incident response. Communities and organizations may include all levels of government, non-governmental organizations, and private sector organizations. The Liaison Officer advises the EOC Director on any matters relating to outside support for an incident response, including any requests for assistance.
Safety Officer (Coordination and Command Staff at the Site)	Responsible for monitoring safety conditions, developing safety measures for an incident, assessing, and communicating information on hazards that are present within an incident and advising the Incident Commander on matters relating to the health and safety of incident responders. Ensures that the required personal protective equipment is worn, contributes to the safety portion of the Incident Action Plan and/or Incident Medical Plan as needed, coordinates safety efforts if more than one response organization is involved in the incident and has the authority to change, suspend or stop any activities that are deemed hazardous, in order, to protect the health and safety of incident responders. It is important to note that final responsibility for health and safety matters in an incident rests with the Incident Commander.

Emergency Information Officer (EIO) (Coordination and Command Staff at the Site or the EOC)	The Emergency Information Officer acts as the public information lead responsible for the development of emergency information regarding the incident and its release to the public. The EIO may be deployed to the site or sit within Coordination and Command at an EOC. The EIO should brief the EOC Director and other incident responders on matters relating to public information. Command must approve all emergency information that the EIO releases to the media.
Scribe (Coordination and Command Staff at the Site)	Scribes take notes during meetings and teleconferences as well as documenting key activities, events, agreements, and any matters of potential legal significance throughout an incident. Although a Scribe may be assigned to take notes, documentation is the responsibility of all incident responders.
Operations Function	The role of the Operations Section is to meet current incident objectives and priorities stated in the Incident Action Plan on behalf of Coordination and Command. The Operations Section: <ul style="list-style-type: none"> • At the site: Organizes, coordinates, and supervises the tactical elements of an incident such as personnel or equipment • In an EOC: Takes on the tactical responsibilities and involves activities such as coordinating communications and providing situational awareness to and from the site.
Planning Function	Collects, confirms, analyzes, and shares incident information gathered from incident responders. Internal communication is a key activity within the Planning Section. The Planning Section also prepares the Incident Action Plan and develops contingency and long-term plans.
Logistics Function	Arranges and provides services and supports including personnel, supplies, facilities, and other resources to an incident. For example, the Logistics Section may arrange transportation or source equipment such as pumps and sandbags.
Finance & Administration Function	Manages incident-specific finance and administration activities including payroll, vendor contracts and incident cost tracking.
Public Information Management Function	Develops and shares messages directly to the public and through the media. Tracks the media reports including social media feeds and shares information with Coordination and Command. Incident responders under this section should connect directly with the community if required.

APPENDIX “C” O’CONNOR HIRA

A HIRA (Hazard Identification and Risk Analysis) was conducted for the Township of O’Connor. The most serious are listed below and are scored both for probability of occurrence and potential consequence. The number on the left is the probability and the number on the right is the potential consequence. The study did not include only the Township of O’Connor, but also took in account, emergencies in similar Municipalities in the District of Thunder Bay.

Scoring

Probability of Occurrence

Consequence

1 - No incidents in the last 15 years

1 – Negligible

2 - Last incident 5-15 years ago

2 – Limited

3 - One incident in the last 5 years

3 – Substantial

4 - Multiple incidents in the last 5 years

4 – High

4/4 Extended Power Outage during the Winter: This is a very real concern. It would be difficult to look after every resident who does not have a source of heat that is not dependent on electricity. Public education and encouraging family emergency plans can greatly mitigate this problem.

3/4 Influenza (or other) Pandemic: In November 2019 in Wuhan, China, a worldwide pandemic began, spreading quickly across the globe. By January 2020, it spread to Ontario, Canada. Since then, the COVID-19, coronavirus, pandemic has killed almost 3,000,000 people and infected almost 130,000,000 people internationally. The last major pandemic, the Spanish Flu, caused by H1N1, was in 1918 and some 20,000,000 people worldwide died from flu and related symptoms. With global travel, viruses today spread more quickly. The 2020 COVID-19 and 2003 SARS alert gave evidence to this. Emergency planners from the various medical/emergency departments met regularly on SARS during the 2003 outbreak. The result from these meetings was the development of the Thunder Bay and Surrounding Area Pandemic Influenza Plan by the Thunder Bay District Health Unit and community partners. This plan would achieve a coordinated, resourceful response between the City of Thunder Bay and the surrounding municipalities of Conmee, Gillies, O’Connor, Neebing, Oliver Paipooone and Shuniah.

During a pandemic emergency, these municipalities are included in the Thunder Bay Plan and represented by the Ontario Fire Marshal and Emergency Management (OFMEM).

- 3/3** Severe Snowstorm: Residents could be at risk being unable to obtain medical needs and possibly food and fuel. Police, fire, and ambulance could be prevented from attending emergencies. Many roads could be closed or impassable.
- 3/3** Severe Windstorms or Tornado (usually accompanied by a thunder/lighting storm): During the late 1980's such a storm with wind shear caused a major blow down of nearly all trees in an area approximately a quarter of a kilometer wide from near the Black Sturgeon River east to nearly the Pic River, a few kilometers north of Highway 17. All large trees were either broken off or uprooted, as well as evidence of blow down in the forest. This type of severe storm can cause major damage to any homes, businesses, and power/telephone lines in its path. Such a loss of communications causes its own concerns.
- 3/3** Flood: O'Connor's geography is a more serious flood threat than just its low-lying areas. The Whitefish River is prone to flooding and runs from south to north on its south-eastern boundary. Three large creeks run from west to east through the municipality: Pitch, Whitewood and Cedar. The area to the west is unorganized and mostly forest. There are limited access roads/highways out of and into the municipality. When these roads are impacted by flooding conditions and made impassable, there is potential for the municipality being cut off by road access. Some remedial work has been undertaken by upgrading/replacing the culverts/bridges that have been flood impacted in the past. The Lakehead Region Conservation Authority monitors the water flow and supplies O'Connor with updated copies of their emergency plan.
- 2/4** Forest Fire: Although the Township of O'Connor has not had a forest fire in over 5 years, the risk and consequences remain high and the most probable cause of a large Municipal evacuation. The need for evacuation can also be caused by smoke from a forest fire. Forest fires have caused a partial (Phase I) evacuation from Terrace Bay (twice), Schreiber, Pays Plat, and Gillies, and a complete evacuation (Phase II) from Beardmore and Caramat.
- 2/3** Dangerous Goods Spills (road): The most common dangerous goods routinely transported through O'Connor are diesel fuel, gasoline, and propane.
- 2/3** Transportation Accident, (school bus, aircraft): School bus – it is likely that local children would be involved. Aircraft crash – initial outside help could be slow due to Township of O'Connor's remoteness. Any transportation accident – could cause multiple casualties.

APPENDIX “D” Emergency Evacuation Plan

1. Introduction:

There are two types of evacuations, Precautionary and Mandatory Evacuation:

Precautionary Evacuation occurs when it is recommended to evacuate within a certain perimeter, usually a building or a block, until the initial situation is contained.

Mandatory Evacuation takes place when it is determined by the Municipal Emergency Control Group that there is an absolute need to evacuate an area, usually on a large-scale, possibly for a long period of time (i.e., for more than 24 hours).

For the purpose, of this Emergency Evacuation Plan, the definition that shall set the plan, or part of this plan, in motion shall be Mandatory Evacuation.

Evacuation may result in a tremendous psychological effect on those persons directly affected. Adequate communication with the people involved is essential and shall include explaining that an evacuation is pending, what they shall be required to do, and when they shall be required to react if an evacuation is issued. A decision to evacuate should only be made when absolute necessary.

First response services alone cannot be expected to deal with a large-scale evacuation and relocation of residents. An effective response will require participation and cooperation between municipal services and volunteer services as outlined in this Plan.

2. Potential Community Hazards which may Necessitate Evacuation:

The following events, which is not exhaustive and which events are not listed in any order of risk, are considered potential community hazards within the Township of O'Connor and surrounding areas which may require mandatory evacuation:

- severe windstorm, tornado,
- road or highway incident involving dangerous goods spill, fire and/or explosion,
- heavy rain, flooding,
- rupture of transportation vessel containing propane, natural gas, or other volatile materials under pressure, and
- forest fire.

3. Objective:

The objective of the Evacuation Plan is to provide a means through which a timely and effective evacuation and reception of people can be achieved.

4. Steps for Activation of the Evacuation Plan:

The Evacuation Plan will be activated as soon as it becomes apparent that, due to an emergency of such magnitude as to warrant its implementation, evacuation and relocation of people is necessary.

In the event, that an Emergency Evacuation is required, a member of the Community Control Group (CCG), on the advice of the Incident Commander on scene, will activate the Township's Emergency Plan. This member of the CCG will activate the notification procedure as set out in the table below, so members of the CCG are alerted and instructed to report to the Emergency Operations Centre (EOC).

If the need to evacuate and relocate residents in the affected area(s) is apparent, the provisions of the Evacuation Plan shall be implemented. In such events, the Mayor (Head of Council) may declare a State of Emergency before a mandatory evacuation is carried out.

The Incident Commander of the first response agency will have the primary responsibility for implementation of an evacuation consistent with their operating procedures. All other services and agencies will be prepared to support evacuation activities.

Steps for Activation of the Evacuation Plan

Step 1: Incident Occurs

Step 2: Emergency Services Respond

Step 3: Situation Assessed

Step 4: Precautionary Evacuation Ordered by Emergency Services

Step 5: Emergency Plan Activation Required?

YES

Step 6: Community Control Group (CCG) Convened

Step 7: Assess Need for Mandatory Evacuation

Step 8: Activate Evacuation Plan

NO

Step 6: Follow Internal Procedures

Step 7: Request Aid from Support Required

Step 8: Situation Escalates? If yes Return to Step 5.

5. Evacuation Operations – Municipal Emergency Control Group Responsibilities:

Once the decision has been made to evacuate an area of the Township, the MECCG shall determine the following:

- boundaries of the area to be evacuated,
- main evacuation route(s) to be used, and identify necessary traffic control points,
- determine reception centres to be used,
- time of the evacuation start, and if necessary, who will be evacuated first (stages of evacuation).

and shall proceed with the following:

- alert of the evacuation order to all concerned, including the Province Emergency Operation Centre (PEOC),
- preparation of media release for immediate broadcast to the public,
- activate notification system for affected residents. Notification system will be door to door by emergency personnel where possible, phone calls, text messaging, local media, including radio and television,
- appoint a member of the CCG to assist the Incident Commander in coordinating the evacuation and relocation.

6. Evacuee Registration and Reception Centres:

If the evacuation of any residents of the Township of O'Connor is necessary, the reception centres, as outlined in the Emergency Plan, will also be used as registration areas.

The residents of the Township of O'Connor who have been relocated to a reception centre may require a wide range of support services. The Thunder Bay District Social Services Administration Board has the primary responsibility for the provision of all such services, with the assistance of volunteer agencies such as the Canadian Red Cross, St. John Ambulance, the Salvation Army, and the O'Connor Community Club.

7. Request for Assistance from the Province:

When an emergency evacuation order is in effect, the Mayor (Head of Council), with the advice of the CCG, may request assistance from the Provincial Government through the Office of the Fire Marshal and Emergency Management (OFMEM).

8. Testing of Evacuation Plan:

The Evacuation Plan shall be the object of occasional testing, in order, to verify its overall effectiveness and provide training to the CCG and Support Groups. The test can take the form of a simple paper exercise or a more elaborate functional exercise. Revisions to this Plan should incorporate recommendations stemming from all such exercises.

9. Public Education and Awareness of Evacuation Procedures:

Since public awareness of evacuation procedures will contribute to an effective evacuation process, ongoing public awareness and education shall be an integral component of this plan. The Evacuation Plan shall be posted on the Township of O'Connor website. Printed copies of the Plan will be made available upon request and, on occasion, will be included in the Township's newsletter.

During an emergency evacuation, residents are to be advised to listen to the local radio for information and instructions. Residents are to be requested to refrain from non-essential telephone use during an emergency evacuation, in order, to keep telephone communication services available and open for emergency purposes, including emergency calls made through the notification system.

APPENDIX “E”

PUBLIC INFORMATION GUIDE: EVACUATION

This Public Information Guide has been developed, in order, to inform the residents of the Township of O’Connor of the procedures in place when an evacuation of all or part of the Township is required.

The following events are examples of possible events that could require a mandatory evacuation:

- severe windstorm, tornado,
- road or highway incident involving dangerous goods spill, fire and/or explosion,
- heavy rain, flooding, and
- forest fire

The evacuation procedure normally follows these three stages:

Stage 1 - Evacuation Alert

Authorities will alert the population at risk of the potential need for evacuation due to the probable danger or possible loss of life. People in the affected area should be prepared to evacuate the area, should an Evacuation Order be issued. An Evacuation Alert may be transmitted by:

- door-to-door campaign by emergency personnel,
- text messaging alert system,
- telephone calls,
- Township website,
- sirens and mobile public address announcements (OPP and fire), and/or
- radio and/or television broadcast.

Stage 2 - Evacuation Order

LEAVE THE AREA NOW! The Evacuation Order will include the time the Order is in effect and the boundaries of the area to be evacuated.

All persons in the affected area will be ordered, in the interest of their own safety, to leave the area. The Ontario Provincial Police (OPP) will enforce the Evacuation Order.

Stage 3 - All Clear

When the emergency is under control and it is declared safe to return to the area, a retraction of the Evacuation Order will be implemented by issuing an **ALL CLEAR**.

In the event of an evacuation, it is important that residents of the Township have an Evacuation Plan. The following details what should be included in an Emergency Evacuation Plan.

HAVE AN EMERGENCY EVACUATION PLAN

Local authorities issue evacuation alerts and orders when disasters threaten. Residents are encouraged to listen to local radio and television reports and if local authorities ask you to leave, do so immediately.

The amount of time you have, to evacuate, will depend on the disaster. When you are ordered to evacuate is not the time to decide what to do and what to take. Making an Evacuation Plan for you and your family will relieve some of the stress you might experience when being ordered to evacuate.

Immediate Evacuation

In an immediate evacuation make sure that you are ready with the following:

- Medical supplies (i.e., medications, eyeglasses, dentures, etc.),
- Family members and pets,
- Disaster kit and supplies (including flashlight, batteries, radio, first aid kit and bottled water),
- Clothing including raincoat, windbreaker, or parka, depending on season,
- Bedding (a sleeping bag, bedroll or air mattress and pillow for each member of the family),
- Enough ready-to-eat food to last at least 12 hours,
- Thermos bottle of hot beverage depending on season,
- Soap, towel, personal toilet, or hygiene articles,
- Car and house keys,
- Carry sufficient money to meet contingencies.

Adults with small children should include special need items as required:

- Infant formula in thermos bottle,
- Disposable diapers,
- Toys.

Evacuation Alert

If the disaster is not imminent and you have been placed on “alert”, do the following:

- Bring things indoors (lawn furniture, trash cans, children's toys, garden equipment, etc.)
- Look for potential hazards around your home,
- Turn off electricity and water.
- Turn off propane gas,
- If high winds are expected, cover the outside of all windows of your home,
- If flooding is expected, consider obtaining sandbags to keep your residence safe and dry.

Protect Your Valuables

- Move objects that may get damaged to safer areas of your home,
- Make a visual or written record of all your household possessions. Record model and serial numbers.

Important Papers to Take With You (or copies)

- Driver's license or personal identification
- Social Insurance card
- Proof of residency

- Insurance policies
- Birth and marriage certificates

If you are issued an Evacuation Order, use specified travel routes. Do not use shortcuts – they may be impassible. Be alert for unsafe roads and bridges. Do not drive into flooded areas. Stay away from downed power lines. Stay out of fire hazard areas until you are advised it is safe to return. Follow return instructions issued by the local authority.

APPENDIX “F”

PUBLIC INFORMATION GUIDE: DANGEROUS GASES

IF AN EMERGENCY IS CALLED:

- a) Turn on the radio for instructions.
- b) Evacuation areas will be decided by wind direction.
- c) Each Institution, Business, Office, and Household is responsible for its own evacuation plan.

DO NOT:

- d) PANIC.
- e) Attempt to locate pets before leaving.
- f) Attempt to travel to school or place of employment to locate family. The Board of Education will ensure students are out of the danger area.

IF UNABLE TO ESCAPE OR ARE TRAPPED:

- g) Go inside.
- h) Tightly close all doors, windows, and exterior openings.
- i) Turn off forced air heating or ventilation systems.
- j) Stay in upper portion of building. If necessary, seal yourself in one room and seal all windows and doors with wet clothes.
- k) Do not go into the basement.
- l) Move quickly but do not run if moving through gas.
- m) Soak cloth in water and breathe through it if breathing becomes difficult.
- n) DO NOT PANIC, STAY INSIDE.

IN YOUR CAR:

- o) Close all windows.
- p) Shut off ventilation.
- q) Continue driving away from the area and do not drive through the gas cloud or your car engine will stall.

WHILE WALKING:

- r) Go to nearest building or car and follow the above instructions,
- s) If in an open area and in the path of the cloud, move quickly to high ground at right angles to the wind direction.

APPENDIX “G”
PUBLIC INFORMATION GUIDE: SEVERE WINDSTORMS OR TORNADO

WEATHER WATCHES AND WARNINGS:

Environment Canada issues weather watches and warnings when anticipated weather poses a threat to public safety. This information is relayed to the public by radio and television.

A severe weather **watch** is issued up to six hours in advance to alert the public that for a specified portion of Ontario there is a high potential for dangerous thunderstorm weather, which may be accompanied by severe windstorms or a tornado.

A severe weather **warning** is issued to alert the public that severe thunderstorms or tornadoes are imminent in the warning area – i.e., a severe thunderstorm is in progress or expected to occur within two hours.

SEVERE WINDSTORM AND TORNADO SAFETY HINTS:

A personal severe windstorm or tornado awareness program should include:

- being aware of the weather, and knowing the radio or television stations which broadcast up-to-the-minute weather information,
- knowing the name by which Environment Canada refers to your forecast region when they issue weather watches and warnings,
- reviewing your plans of action.

WHEN A SEVERE WINDSTORM OR TORNADO THREATENS:

- a) Stay away from your windows, doors, and outside walls. Protect your head.
- b) For maximum safety, go down to the basement or seek shelter under a stairway or sturdy table, or in a closet.
- c) Try to reach the centre of the house or the side away from the storm.
- d) Avoid buildings with large areas of unsupported roof, including arenas, barns or supermarkets.
- e) If caught in the open, try to determine the tornado's direction of travel and move at right angles to it. If you cannot avoid the storm, find a ditch, ravine, or other depression, and lie flat. Do not remain in your car. Many people have been killed trying to ride out a tornado in their car.
- f) If no shelter can be found, hang on to the base of a small tree or shrub.
- g) Remember that damaged and weakened structures, fallen debris,

downed hydro wires, and gas leaks are potential dangers after a storm has passed.

APPENDIX “H”

INFLUENZA PANDEMIC PLAN

This Influenza Pandemic Plan is a Risk Specific Plan in the Township of O’Connor’s Emergency Plan. This plan details the Township’s response to an influenza pandemic in the Township of O’Connor.

The Township of O’Connor’s Influenza Pandemic Plan is closely coordinated with the Thunder Bay District Health Unit’s Thunder Bay & Area Pandemic Influenza Plan. The Thunder Bay District Health Unit will have the lead in managing the response to a pandemic and will have detailed plans to address all public health related issues, in order, to prepare for and respond to an influenza pandemic.

Holders of the plan are responsible for keeping it current by incorporating any amendments that may be issued in the future.

1. GENERAL

1.1 Background

Seasonal influenza is a contagious respiratory illness caused by a group of viruses (influenza types A, B, and C) which causes mild to severe illness. Although most healthy people recover from the flu, it is the number one cause of hospitalization and death in Canada for an infectious disease. Health Canada estimates the flu and its complications (pneumonia) to cause 4,000 to 8,000 deaths each year.

Unlike seasonal influenza, a pandemic influenza is an especially virulent strain of influenza for which humans will have little or no immunity and will spread very easily and quickly, from person to person, across the country and throughout the world. There will be no vaccine for the pandemic influenza when it first emerges, and it will, therefore, cause serious illness and higher than average death rates.

In the 20th century, the world has seen four major influenza outbreaks. The worst of the four, the Spanish Flu of 1918-19, left 20 million people dead worldwide.

1.2 Impact of a Pandemic on Ontario and Thunder Bay Area

Experts estimate that when a pandemic occurs, one million to 2.3 million people in Ontario will require outpatient care, 22,000 to 53,000 will be hospitalized and recover, and 5,200 to 12,000 Ontarians will die (Ontario Health Plan for an Influenza Pandemic, July 2007).

In the event a pandemic influenza emerges and spreads to the Thunder Bay

District, the Ontario government predicts the following “most likely” effects within the District based on gross attack rates of 15% to 35% (Ontario Health Plan for an Influenza Pandemic, Sept. 2006).

- 12,704 to 29,642 Outpatient Visits
- 291 to 680 Cases Requiring Hospitalization
- 68 to 158 Deaths

1.3 Aim

The aim of this Plan is to ensure that the Township of O’Connor is prepared to effectively respond to an influenza pandemic in the Township.

1.4 Objectives

The objectives of the response to an influenza pandemic as detailed in this plan are:

- to follow the TBDHU and Provincial guidelines regarding essential services.
- to support the Thunder Bay District Health Unit in mitigating, preparing for, responding to, and recovering from an influenza pandemic.
- to provide timely, authoritative information, to the public and the media on the provision of Township services.

1.5 Scope

This Plan outlines the coordinated actions to be taken for the protection of the life and health of the residents of the Township of O’Connor in the event of an influenza pandemic outbreak. The Plan also provides direction to all Departments within the Township of O’Connor.

2. PLANNING

2.1 HIRA

The Township of O’Connor has identified an Influenza (or other) Pandemic as risk with a 3/4 rating based on the Hazard Identification and Risk Analysis (HIRA) in the Township’s Municipal Emergency Plan. The scoring is based on the Probability of Occurrence and the Consequence. A rating of 3 (three) for the Probability of Occurrence, and 1 incident in the last 5 years for a Consequence rating of 4 (four), being High.

2.2 Assumption on the Virus Characteristics

- 2.2.1 To understand the magnitude of the problem and to develop contingency plans, estimates on the potential impact of an influenza pandemic are required. No one can accurately predict when a pandemic will occur, nor can they accurately forecast who will become ill and suffer adverse health outcomes.
- 2.2.2 The characteristics of a new virus strain are assumed to be consistent with other known influenza strains:

- Incubation period: 1 to 3 days (with no Symptoms).
- Period of Communicability: 24 hours before the onset of symptoms and up to 5 days after the onset of illness (usually 3-5 days in adults, up to 7 days in young children)
- Symptoms: sudden onset, fever, chills, headache, muscle aches, dry cough, sore throat, runny/stuffy nose.
- Method of Transmission: *direct* transmission from person to person when the infected individual coughs or sneezes and droplets of secretions come to contact with the mucous membranes of the mouth, nose or possibly eyes of another individual. It can also be transmitted *indirectly* when people touch contaminated surfaces, objects, and hands.
- Transmission while an individual has no symptoms is possible, but it is more likely when symptoms such as coughing are present.
- The virus will have the ability to survive for extended periods of time on environmental surfaces:
 - 24 - 48 hours on hard surfaces
 - 8 - 12 hours on porous surfaces (e.g., paper, cloth)
 - 5 minutes on skin.

2.3 Municipal Planning Basis

2.3.1 An influenza pandemic will affect all of Ontario and the rest of Canada. In order, to fully plan for a pandemic, a worst-case prediction must be used.

2.3.2 As a basis for planning, it is therefore assumed:

- Little or no direct assistance will be provided by neighbouring communities, the Province, or the Federal government, with the exception of, the provision of vaccine and antiviral drugs, and other clinic supplies when available.
- The Township of O'Connor must plan to respond to an influenza pandemic on its own, using its own resources.
- An influenza attack rate of 35% will be assumed when planning for the effects of an influenza pandemic. (Note: An attack rate of 35% means that over the course of a pandemic, about 35% of the population will have influenza severe enough to take 3 days off work).

2.4 Planning Assumptions

The following are the assumptions that will apply to pandemic influenza planning in the Township of O'Connor:

- Ontario will have a lead-time of at most three months, possibly less, from the time a pandemic is first declared by the World Health Organization (WHO) to when it spreads to the province.
- An influenza pandemic usually spreads in two or more waves. A second wave could occur within three to nine months of the initial outbreak wave and may

cause more serious illnesses and deaths than the first. The length of each wave of illness is approximately six - eight weeks.

- There will be an attack rate of 35% during the first wave.
- For planning purposes, it will be assumed that 35% of staff could be off work at the same time.
- About 55% of those who fall ill with influenza will require some form of care. At least one third of deaths are likely to be in people under the age of 65.
- A vaccine will not be available for at least four months after the virus is identified and therefore will not be available for the first wave of illness.
- Once available, the vaccine will be in short supply and high demand.
- Because Ontario will not have a large enough initial supply of vaccine to immunize everyone, the province will have to set priorities for who receives limited vaccine and antiviral drugs.
- The availability of health care workers during the pandemic could be reduced by up to one-third and the health care system will have to supplement existing resources through a variety of mechanisms.
- Individuals who recover from illness with the pandemic strain will likely be immune to future infection from that strain.
- An influenza pandemic will impact the provision of essential services provided in the Township. During a pandemic, the availability of employees could be reduced by up to **one-third** due to illness over the approximate eight weeks of the first wave. In addition, there will be absenteeism due to concern about disease transmission in the workplace and employees staying home to care for ill family members.

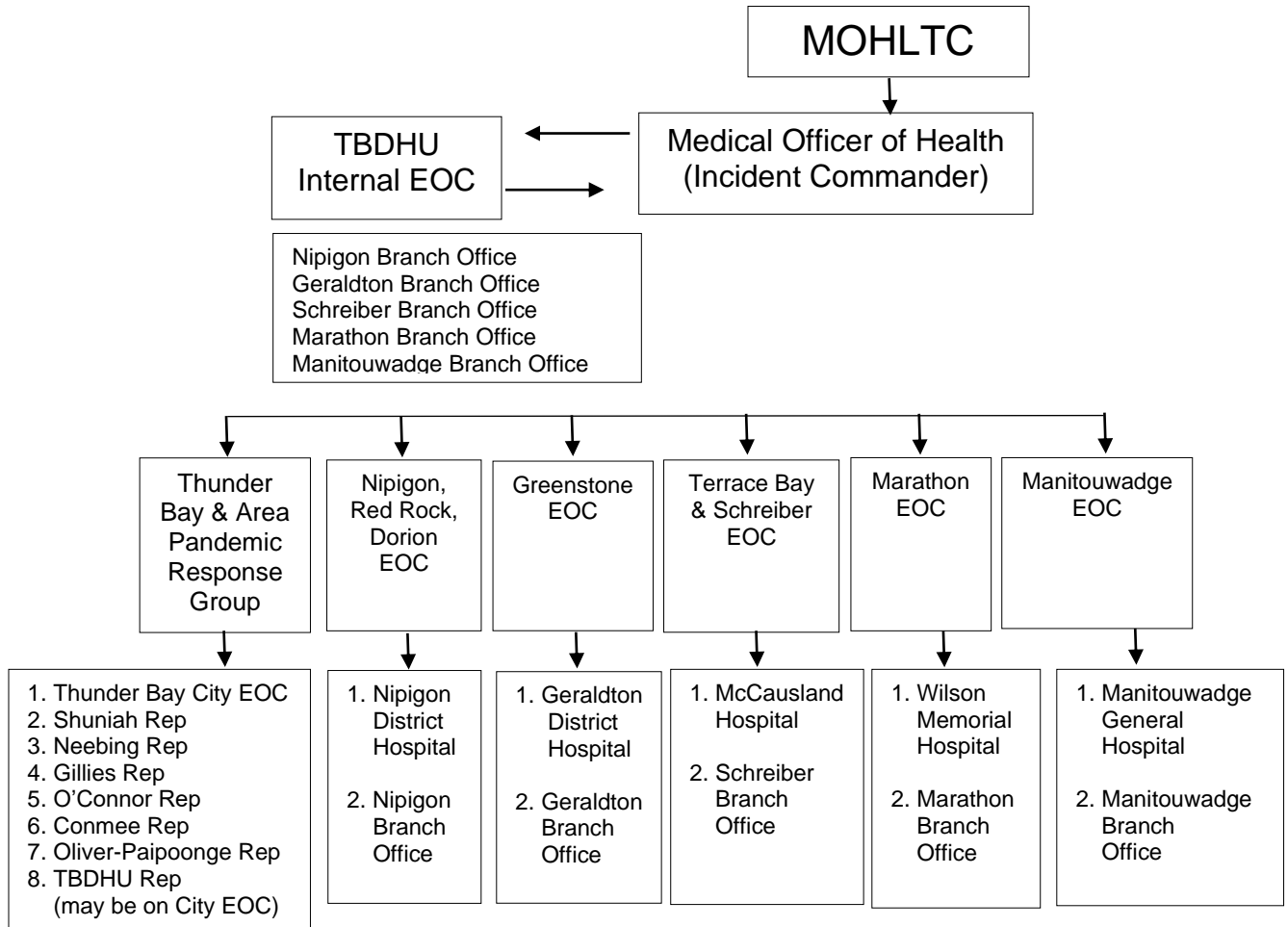
3. CONTINUITY OF OPERATIONS

3.1 General

- 3.1.1 In the District of Thunder Bay, the Medical Officer of Health has the overall responsibility for directing the public health response to an influenza pandemic. The Medical Officer of Health will direct health operations from the Health Emergency Operations Centre (HEOC).
- 3.1.2 Based on the projected effect in the Township, the Mayor (Head of Council), on the advice of the Medical Officer of Health or as directed by the Province, may declare an emergency under the *Emergency Management and Civil Protection Act* and fully activate the Municipal Emergency Operations Centre (MEOC).
- 3.1.3 The Medical Officer of Health of the Thunder Bay District Health Unit (TBDHU) will implement public health measures and manage the health response to the outbreak. The role of the Township will be to support the TBDHU's efforts and maintain essential services in the Township. Coordination for support to the TBDHU and the maintenance of essential services will take place in the Municipal Emergency Operations Centre (EOC).

3.1.4 A provincial emergency will likely be declared early in the onset of a pandemic. The overall response to a declared emergency will be managed from the Provincial Emergency Operations Centre (PEOC) with the Ministry of Health and Long-Term Care (MOHLTC) providing command and control services for the health care sector.

3.1.5 Schematic diagram showing the emergency management and health sector response structures.



3.2 Essential and Non-Essential Services

3.2.1 Each Department will examine its operational functions and services provided and categorize them using the following planning categories:

- **Priority One** - Affects, or has the potential to affect, health and safety. Requires an immediate response.
- **Priority Two** - Major inconvenience but does not affect health and safety. May not require an immediate response.
- **Priority Three** – Not an essential service. Reductions or suspension of service.

3.2.2 Each Department within the Township should undertake an assessment of essential services requirements including materials and personnel.

3.2.3 Within the Township's organizational structure, examples of essential and non-essential services include:

- Road/Winter Maintenance
- Emergency Services
- Municipal Office – Administration Services
- Landfill Services
- Cemetery Services
- Community Facilities

3.2.4 Examples outside the Township level structure:

- Ontario Provincial Police
- EMS
- Hospitals.
- Health Care facilities
- Individual physicians
- Central Ambulance Communications Centre
- Community Care Access Centres
- Essential staff at local utility companies

3.3 Identification of Services by Priority and Department

3.3.1 Road/Winter Maintenance

Functions and services of the Township's Road Department are considered a Priority One category. All roadways need to be accessible and safe, regardless of a pandemic. Social isolation and a risk management strategy to minimize community spread will ensure that people stay home, however roadways need to stay open and safe to ensure that residents still have access to food, health, and emergency services. It is also important that essential service workers have access to their workplace.

Equipment maintenance is also considered a Priority One category. Most maintenance of equipment is done in-house, however major repairs are outsourced, either to local repair shops or larger shops in the City of Thunder Bay. During an influenza pandemic, access to these services may be limited and availability of parts may be impacted by the shutdown of local suppliers. The Road Superintendent/Leadhand will maintain a stockpile of parts that are required for recurring and minor repairs. In the event, that major repairs are required, and outsourced services and parts are unavailable, rental agreements with local businesses may be required. The Road Superintendent/Leadhand will maintain a list of businesses that can provide rental equipment in the event of an emergency.

During an influenza pandemic, it will be vital that all employees practice good hygiene to avoid contact with the virus and bringing it into the workplace. Employees will be provided with PPE and will be required to sanitize workstations, including vehicles, after use. In general, our road department employees do not work directly with the public, however their personal lives can leave them open to contracting the virus. During the pandemic, employees will be encouraged to avoid public gatherings and practice social distancing. If an employee does show symptoms of the virus, they will be asked to stay home to avoid spread to co-workers and the public.

The Township of O'Connor has two full-time road employees and one seasonal employee. The Township's Road Superintendent/Leadhand maintains a list of individuals that can be called upon in an emergency to plow snow and sand roads, steam culverts, haul material to repair roadways due to washouts, and perform general road maintenance, such as grading roadways. It is understood that during a pandemic these individuals may not all be available. If there are no individuals available, it is recommended that contact with neighbouring municipalities be maintained. It is understood that their municipality will be their priority and that they may require help from our road employees.

3.3.2 Emergency Services

Emergency service and response is a Priority One category. Emergency services must be maintained to ensure the safety of all residents. Emergency responders have been trained in the use of personal protective equipment (PPE) including gloves and face masks and although emergency calls may be for a variety of reasons that are not related to influenza, responders should always practice good personal hygiene and ensure that they are protected appropriately.

The Township of O'Connor is a member of the Thunder Bay Zone One Mutual Aid Association and have agreements with all surrounding municipalities. These Mutual Aid Agreements aid member municipalities that do not have enough local responders to respond to an emergency call. An influenza outbreak in the Township can have a serious impact on our department's ability to respond to emergency calls and Mutual Aid Agreements will help to maintain emergency services. It should be noted that as a member of Zone One Mutual Aid Association, our volunteer members may be asked to respond to emergency calls in other municipalities, which can increase exposure to the influenza virus.

Regular department training during an influenza pandemic will be suspended, in order, to reduce the risk of spread to members and their families. Educational material related to PPE will be distributed via e-mail to remind members to take precaution when answering an emergency call. Stock of PPE equipment will be monitored to ensure that there is an

adequate supply and rotated to ensure they have not met their expiration dates.

Maintenance of all emergency response vehicles and equipment will continue to be a priority. If the availability of fuel due to local shutdowns becomes an issue, the Public Works Department, if necessary, can provide fuel in an emergency.

3.3.3 Municipal Office – Administrative Services

Services offered by administrative staff are considered a Priority Two category. Most services and duties of administrative staff can be suspended or reduced without significant impact on the residents of the Township. However, the Municipal Office is also the hub for all other departments and is responsible for cashflow, both revenues and expenditures. The main source of revenue for the Township is property taxes and, in the event of a pandemic, the ability of residents to pay property taxes may be limited. Not issuing annual tax billings is not a viable option for the Township during a pandemic, however, in order, to provide relief to residents that are unable to pay taxes on the due dates, Council can delay issuing property tax bills and suspend the charging of interest for the duration of the pandemic.

The Township of O'Connor has two full-time administrative staff, the Clerk-Treasurer, and the Deputy Clerk-Treasurer, and one part-time staff, the Administrative Assistant. During a pandemic administrative staff can be reduced to two in the office at one time to provide for physical distancing and reduce the potential of spreading the virus. Where possible, staff can have the option of working from home. In order, to reduce the risk of spreading the virus, all staff will be encouraged to practice good personal hygiene in the office and at home. All office equipment and surfaces will be sanitized on an increased basis.

Restrictions to public access to the Municipal Office will be put in place. The office door will be locked, and signs posted requesting residents to use the mail slot on the door to drop off tax payments, miscellaneous payments, or correspondence. If a resident is paying with cash, they can call the office prior to dropping off the payment and a receipt can be provided when they arrive. Residents that require to speak with administrative staff in person are encouraged to call the office to make an appointment. Residents will be subject to self screening or as recommended by the TBDHU and will be required to wear a mask, provided at the entrance to the main office.

3.3.4 Landfill Services

Landfill services are considered a Priority Two category. The site can be shut down for a short period of time, however prolonged closure can result in a health and safety issue for residents that do not have an adequate storage system that leaves them open to attracting wildlife such as bears, skunks, and rats. It is recommended that the landfill remain open to the residents of the Township and that the attendant, or his or her replacement

practice social distancing while performing their duties. Residents will be instructed to dispose of their garbage and leave the site. Any residents found to be socializing at the site will be asked to leave immediately.

3.3.5 Cemetery Services

Cemetery services are considered a Priority Three category, depending on the severity of the influenza pandemic and the time of year. A severe pandemic can result in higher death rates and increase the demand for cemetery services. The Township's Road Department provides burial services at both the O'Connor Cemetery and the O'Connor Free Methodist Cemetery. Reduction of road employees, due to the pandemic, can impact this service.

Opening and closing of plots for full burials are done by the Township employees, however residents do have the option of burying cremated ashes of deceased persons. However, in order, to proceed with any burial, the Municipal Office must be notified.

If cemetery services are required during a pandemic, Township employees will maintain distance from the burial site until the family has left and the number of people attending the gravesite will be limited. No large gravesite services will be permitted.

3.3.6 Community Facilities

The Community Facilities such as the community centre, outdoor rink and ball diamond are considered a Priority Three category. Closure of these facilities will have no impact on the health and welfare of the residents of the Township. During the influenza pandemic these facilities will be closed to the public and reopened only after it is safe to do so.

3.4 Communications

- 3.4.1 The Medical Officer of Health will be responsible for providing public health information, direction and advice to health care stakeholders, other Regional stakeholders, the public, and the media.
- 3.4.2 There will be a requirement to coordinate public health communications with information on the provision of Township services. To accomplish this, municipal administration will keep residents updated on essential services.
- 3.4.3 If the Municipal Emergency Control Group (MECG) has been called together and the EOC has been established, the Emergency Information Officer will coordinate the dissemination of information regarding essential services and perform inquiry functions.

4. PLAN IMPLEMENTATION

4.1 Notification

- 4.1.1 The Medical Officer of Health will be responsible for determining the pandemic phase for the Thunder Bay District, which includes the Township of O'Connor, and for notifying all internal and external stakeholders and the public. Sources for determining the pandemic phase will come from the World Health Organization, Federal, Provincial, and local influenza surveillance data.
- 4.1.2 Once the Medical Officer of Health has determined the pandemic phase for the Township, Emergency Management Ontario will contact the CEMC. The CEMC will consult with the Clerk-Treasurer and will advise the emergency management structure on the response level to be adopted. This will include notification of the response level to all departments. Departments are responsible for notifying all employees in their respective Divisions.

4.2 Response Actions

- 4.2.1 Actions to be undertaken by the Township emergency response structure at each phase of notification are summarized in the following table. (refer to section 4.2.3 to 4.2.7 for detailed Phase descriptions.)

PERIOD	PHASE	REGIONAL RESPONSE
Interpandemic Period	Phase 1 – no new virus	Routine Monitoring
	Phase 2 – new animal virus	Routine Monitoring
Pandemic Alert Period	Phase 3 – human infections	Enhanced Monitoring
	Phase 4 – limited human to human spread	Enhanced Monitoring
	Phase 5 – larger clusters human to human spread	Enhanced Monitoring
Pandemic Period	Phase 6 – sustained transmission	Partial Activation (Virus not in North America) Full Activation (Virus in North America)
Post Pandemic Period		Routine Monitoring/Recovery

- 4.2.2 Note that the response actions at each phase indicated in the chart above is a guide and the response may be modified at any time, depending on requirements.

4.2.3 Interpandemic Period, Phase 1 – 2

- Routine Monitoring.
- TBDHU implements routine influenza programs and services.
- CEMC and appropriate departmental and municipal emergency coordinators will monitor the situation from their normal workplaces.
- Emergency plans and procedures will be reviewed annually, and updated, if required.

4.2.4 Pandemic Alert Period, Phase 3 – 5

- Enhanced Monitoring.
- TBDHU will provide enhanced communications on details of the situation in the world.
- Designated staff will monitor the situation from their normal workplace and ensure that information from the TBDHU is passed to all staff.
- Depending on the situation, Partial Activation may be implemented at Phase 5.

4.2.5 Pandemic Period, Phase 6 (Virus Outside North America)

- Partial Activation.
- All emergency operations centres to be opened and staffed with sufficient personnel and to operate 24/7, if required.
- All communication links will be tested (Departmental, Municipal, Regional and Provincial).
- All emergency response and emergency management personnel placed on standby.
- All planning arrangements to be reviewed and confirmed.

4.2.6 Pandemic Period, Phase 6 (Virus in North America)

- Full Activation.
- Full activation of all emergency operations centres with full staffing, and capable of operating 24/7, if required. (NOTE: see 4.3 below).
- Emergency Information and Public Inquiry Centres to be fully staffed.
- On the recommendation of the Medical Officer of Health in accordance with the Emergency Management and Civil Protection Act, the Mayor (Head of Council) may declare an emergency in the Township of O'Connor.
- Public health measures as directed by the TBDHU will be reviewed/implemented.

4.2.7 Post Pandemic Period

- Return to Routine Monitoring.
- Staffing and hours of operation of emergency operations centres to be reduced to a level commensurate with the requirement.
- Preparations will be made for the arrival of the "second wave" which could occur 3 to 9 months after the initial outbreak.
- Review response actions and lessons learned and revise plans and procedures.
- Monitor for secondary hazards, "Cascading Consequences," such as a range of physical, social, psychosocial, or economic disruption.
- Recovery process to return the community back to normal or near normal once the immediate threat has passed.

4.3 Municipal Emergency Operations Centre

- 4.3.1 As noted, the response actions outlined in 4.2 are guidelines for planning purposes and response actions will be confirmed as the pandemic progresses.
- 4.3.2 Given the characteristics of the virus, at some point in the pandemic, it may not be advisable to assemble all required personnel in emergency operations centres. Given the slower developing nature of a health emergency, the frequency of the requirement to meet face-to-face can likely be reduced.
- 4.3.3 The Township's MECG shall have a plan to operate in a decentralized manner. Features will include:
- the ability of the Control Group to conduct meetings via teleconference.
 - staff in the emergency operations centre to answer and reroute telephone calls.
 - minimal administrative staff at the MEOC to process faxes, record, and issue minutes, etc.
 - emergency operations centre layout to be rearranged if possible, to facilitate social distancing of a minimum of 2 metres.
 - strict cleaning and sanitizing procedures for phones, computer, fax machines and workspaces.
- 4.3.4 At Full Activation response, the Municipal Emergency Operations Centre will establish a daily "Operational Cycle" for meetings, briefings, situation reports and media releases in conjunction with the Emergency Operations Centre and TBDHU.

4.4 Declaration of an Emergency

As the virus spreads and essential services are threatened (Pandemic Period, Phase 6), the Mayor will consider the declaration of an emergency for the Township of O'Connor. The timing is flexible and will depend on the effects to essential services provided by the Township and to the health care system. Advice on the timing of the declaration of a Municipal Emergency will be provided by the Medical Officer of Health via the Regional Chair.

4.5 Personnel Administration

- 4.5.1 Succession Planning: All Departments will have a succession plan in the event of absenteeism by key decision makers. Lists will be prepared and shared with other stakeholders at Phase 6.
- 4.5.2 Staffing for Essential Services: As the pandemic develops in the Municipality, Priority 1 Municipal Services, as well as other essential services must be maintained. Each Department and essential service organization is responsible for maintaining those identified services using their own resources first. If there is difficulty meeting the staffing or other

resource requirements, organizations will work through the MEOC for assistance.

- 4.5.3 Attendance Reporting: At Pandemic Period, Phase 6 (Virus in North America), all Departments will report on staff status and the effect on the delivery of Priority 1 functions to the Clerk-Treasurer.
- 4.5.4 Volunteer Management: As the pandemic spreads, there may be individuals or groups who are able and capable of volunteering to provide assistance where needed. Administration will be tasked as the initial point of contact for all volunteers. The Department will record name, address, phone number, as well as any specialty experience. Administration will then forward the names of volunteers to any department or agency in need of assistance. (Note: Those who have been ill with the pandemic strain and recover will be immune to further infection from that strain).
- 4.5.5 Municipal Employee Reassignment: During a declared emergency, a by-law designates all Municipal employees as emergency workers. They may be called out and assigned responsibilities to assist in the implementation of the Emergency Plan. Administration will maintain a list of those employees not working in Priority 1 essential services and who may be available to provide assistance elsewhere in the Township. These employees will not be utilized in any high-risk environment.
- 4.5.6 Employee Special Arrangements: In order, to ensure as high an employee turnout as possible throughout a pandemic, especially for those services deemed essential, special arrangements may be required.
- 4.5.7 Employee Non-Medical Support: In conjunction with attendance reporting, each Department will contact those absent and determine any non-medical assistance that may be provided to those who may be ill. Support may include pickup and delivery of food and other household items.

5. SUMMARY

The ability to prioritize, delegate and find creative solutions will be the responsibility of every employee, volunteers, and Council member. Council must provide provisions for department heads to act on their own in an emergency and, if necessary, provide the power to purchase equipment or supplies outside of the established budget. It is the responsibility of each employee, volunteer, and Council member to keep detailed logs of expenditures and decisions for due diligence purposes. All emergency purchases must have receipts turned into the Municipal Office in case the Township will be provided with the opportunity to apply for funding.

Public health measures that have been determined by the TBDHU will be implemented and enforced by municipal employees and volunteers. Residents of O'Connor will be provided with information on updates on the pandemic through the Township's website and through the monthly newsletter.

This Influenza Pandemic Plan provides the Township of O'Connor with a Continuity of Operations Plan (COOP) if a pandemic were to be declared. Every effort to conform with this Plan will be made, however it is reasonable to expect that as a pandemic evolves, more measures may need to be implemented. Where actions in this plan do not conform to the Provincial and/or Federal Government requirements, then the higher level of government requirements will supersede this Plan.