

MANITOBA EMERGENCY PLAN ANNEX

MANITOBA FLOOD COORDINATION PLAN

Flood Steering Committee Co-chairs:

Assistant Deputy Minister,
Water Management and Structures Division
Manitoba Infrastructure

Assistant Deputy Minister,
Emergency Measures and Public Safety Division
Manitoba Infrastructure

Assistant Deputy Minister,
Communication Services Manitoba
Manitoba Sport, Culture and Heritage

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FOREWORD – FLOOD PLANNING PROCESS

In an effort to coordinate the various provincial and federal departments and agencies involved in a flood emergency and manage the consequences that might reasonably result, provincial and federal stakeholders have formed the Flood Steering Committee co-chaired by the Manitoba Emergency Measures Organization (EMO), Manitoba Infrastructure's Water Management and Structures Division (WMSD), and Communication Services Manitoba (CSM).

A Flood Annex Planning Committee has been established to develop, review, and update the Plan and will convene at the request of EMO. The following agencies have contributed to the planning process as members of the Planning Committee:

Provincial Agencies:

- Communications Services Manitoba (CSM)
- Manitoba Families – Emergency Social Services (FAM)
- Manitoba Agriculture (AGR)
- Manitoba Sustainable Development (SD)
- Manitoba Indigenous and Northern Relations (INR)
- Manitoba Justice (JUS)
- Manitoba Education and Training (MET)
- Manitoba Emergency Measures Organization (EMO)
- Manitoba Health, Seniors and Active Living - Office of Disaster Management (ODM)
- Manitoba Infrastructure (MI)
- Manitoba Civil Service Commission (CSC)
- Office of the Fire Commissioner (OFC)
- Royal Canadian Mounted Police (RCMP) (pursuant to Provincial Policing Contract)

Federal Agencies:

- Department of National Defence (DND)
- Public Safety Canada (PS)
- Indigenous Services Canada (ISC)

Non-Government Agencies:

- Canadian Red Cross Society (CRC)
- Salvation Army (SA)
- Mennonite Disaster Services (MDS)
- Amateur Radio Emergency Service (ARES)

ACRONYMS

The following lists acronyms.

AGR	Manitoba Agriculture
ARES	Amateur Radio Emergency Services
CSM	Communications Services Manitoba
CRC	Canadian Red Cross Society
CSC	Manitoba Civil Service Commission
DFA	Disaster Financial Assistance
DND	Department of National Defence
EMA	Emergency Management Advisor (EMO)
EMO	Emergency Measures Organization
ESD	Environmental Stewardship Division (SD)
EOC	Emergency Operations Centre
FAM	Manitoba Families
INR	Manitoba Indigenous and Northern Relations
JUS	Manitoba Justice
MDS	Mennonite Disaster Services
MECC	Manitoba Emergency Coordination Centre
MTCC	Medical Transportation Coordination Centre
MEP	Manitoba Emergency Plan
MET	Manitoba Education and Training
MI	Manitoba Infrastructure
NGO	Non-governmental organizations
ODM	Office of Disaster Management
OFC	Office of the Fire Commissioner
RCMP	Royal Canadian Mounted Police D Division
SD	Manitoba Sustainable Development
RO	Regional Office (Public Safety Canada)
SA	Salvation Army
WMSD	Water Management and Structures Division (MI)
WSBD	Water Stewardship & Biodiversity Division (SD)

1 INTRODUCTION

1.1 SCOPE

This is a coordination plan for a multiple-agency response to a flood emergency in Manitoba involving various local authorities and provincial and federal departments and agencies. It is intended to supplement, not replace, the individual plans of these entities.

This document is an Annex to the Manitoba Emergency Plan (MEP) and provides additional detail and specific guidance for a flood emergency.

Where there is contradiction between the MEP and Flood Annex, the Flood Annex will prevail.

1.2 OBJECTIVES

The objectives of the Flood Annex are to coordinate flood fighting efforts and other related activities to prevent or limit:

- loss of life and injury to persons, including responders,
- damage to property or the environment,
- critical infrastructure, and
- significant economic loss or disruption.

1.3 THREAT

Flooding occurs relatively frequently throughout much of Manitoba due to severe weather; drainage system issues of various kinds, including capacity and obstruction; rivers and streams overtopping their banks, as well as melting/ice conditions during the spring thaw; overland flooding; and, high waves and wind-driven tides on our lakes. The degree of flooding is typically quite small; however in some circumstances flooding may be wide-spread and affect many communities, individual homes, businesses and farms.

Some of the significant flood events in Manitoba have been due to extreme summertime rainfall events. However, most of the floods in Manitoba have been in the spring due to snowmelt, which is sometimes aggravated by concurrent spring rainfalls. There are general factors that affect the likelihood of a serious spring flood in Manitoba and these include:

- (1) Soil moisture content in the previous fall - when fall soils go into freeze-up with a high moisture content, more of the spring snow-melt will runoff rather than infiltrate into soils leading to the likelihood of greater flooding;
- (2) The depth of frost - soils that are deeply frozen are less able to absorb large quantities of snow melt and are more likely to yield high quantities of spring runoff;
- (3) The amount of snow accumulated during the winter months and the moisture content of the snow pack;
- (4) The rate at which spring melt occurs - if the snow pack melts rapidly over a few days,

- there is a greater likelihood of flooding;
- (5) Precipitation during the spring runoff period especially in the form of rainfall can add significantly to the spring flood potential;
 - (6) Timing and spatial distribution of spring melt is important for large rivers such as the Red River. A progression of melt from upstream to downstream reaches will increase flood peaks;
 - (7) The nature of river and stream ice and the rate at which ice break-up occurs - if winter ice is strong and remains firmly in place, there is a greater chance that floods will occur due to ice blockage.

Flooding represents a wide variety of potential risks to persons, property and possessions, transportation networks, communication systems, utilities and often creates environmental impacts because of contaminated water supplies. Due to the numerous impacts of this known threat, authorities must consider mitigation strategies, preparedness activities, response actions and recovery efforts in an attempt to reduce the negative consequences that can result.

2 COOPERATION AND COORDINATION

2.1 PRIMARY, COORDINATING AND SUPPORTING DEPARTMENTS/FUNCTIONS

2.1.1 Primary Department

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

Manitoba Infrastructure is the primary provincial department responsible for provincial flood control and mitigation. In addition to the pivotal role of the Water Management and Structures Division (WMSD), other Divisions within MI such as Engineering and Operations (E&O) provide engineering and construction expertise, infrastructure protection, operational/logistical support, survey information, and provincial traffic and transportation systems management.

2.1.2 Coordinating Department

A department that is responsible for engaging relevant government departments in an integrated response to an emergency.

Manitoba Emergency Measures Organization (EMO) is the provincial coordinating department. In Manitoba, federal response and assistance to the province is coordinated by the EMO through the Public Safety Canada Regional Office (RO).

2.1.3 Supporting Departments and Agencies

A department or agency that provides assistance to the Primary Department.

Various entities may support or direct a component of the response and/or recovery, according to their pre-established roles and responsibilities. This commonly includes, but is not limited to, the following departments and agencies: Manitoba Infrastructure (MI); Communications Services Manitoba (CSM); Sustainable Development (SD); Manitoba Families (FAM); Manitoba Agriculture (AGR); Manitoba Education and Training (MET); Manitoba Indigenous and Northern Relations (INR); the Office of Disaster Management (ODM) on behalf of Manitoba Health, Seniors and Active Living; the Office of the Fire Commissioner (OFC); Manitoba Justice (JUS) and the Royal Canadian Mounted Police (RCMP).

In some circumstances, non-governmental organizations (NGOs) and private companies may be required (based on their resources and capabilities) to augment services provided by government departments. This may include providing emergency food, clothing, shelter, telecommunications, transportation, clean up, repair, medical assistance and emergency shelter. These organizations may include, but are not limited to, the following: Canadian Red Cross Society, Mennonite Disaster Services, St. John Ambulance, Salvation Army, ARES, Manitoba Hydro and MTS Allstream.

2.2 EMERGENCY MANAGEMENT SYSTEM

A flood emergency involves a number of agencies from different disciplines; therefore, the Government of Manitoba strives to operate under an Incident Command System that links all departments and agencies. At an individual site, depending on its complexity, this could be a single incident commander, or a Unified Command in which collective decisions are made by representatives of the various agencies involved in managing the flood emergency. In each case a consistent response plan is developed and implemented in a safe and well-coordinated manner.

2.2.1 Flood Steering Committee¹

Province-wide operational leadership during a flood emergency is provided by the Flood Steering Committee. It is co-chaired by the Assistant Deputy Minister of Emergency Measures and Public Safety (EMPS), the Assistant Deputy Minister of MI-Water Management and Structures Division, and the Assistant Deputy Minister of Communication Services Manitoba. Senior representatives of other primary, coordinating, and supporting departments and agencies may be added as the scale and scope of the event requires.

The Steering Committee communicates frequently throughout a flood response to make operational decisions across provincial and federal agencies, set common objectives and strategies to guide the whole-of-government response. The ADM of EMPS informs the Manitoba Emergency Coordination Centre (MECC) Director of the decisions made by the Steering Committee. The MECC Director then implements these decisions through the MECC staff.

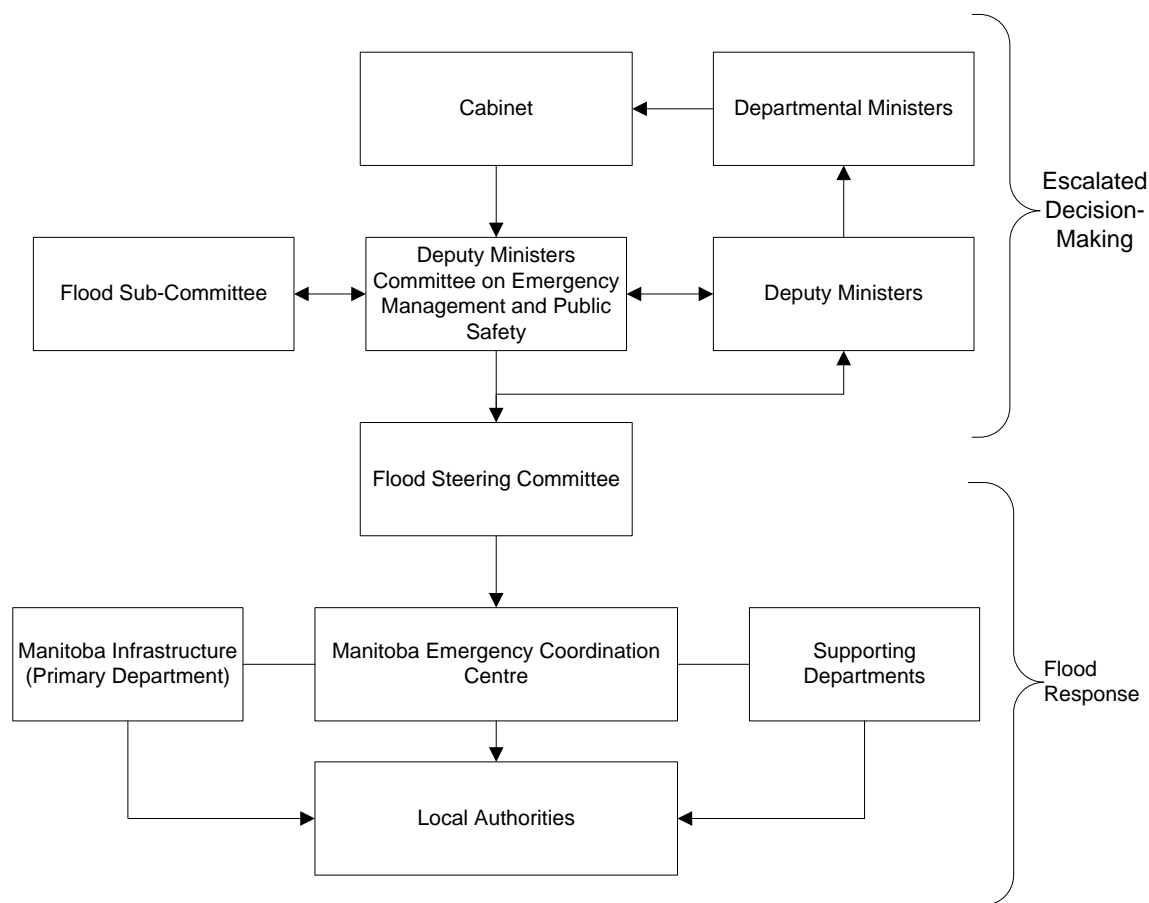
The Committee is also responsible for keeping the Deputy Ministers and the Cabinet informed on the flood emergency and recommending action if federal assistance is required. *Schedule 1 – Manitoba Emergency Management Systems (MEMS)* of the MEP contains information on provincial escalated decision making to the Flood Sub-committee of the Deputy Ministers committee on Emergency Management and Public safety, and to Cabinet (or a subcommittee thereof or to specific Ministers).

¹ Note:

(1) The Flood Steering Committee is not to be confused with the Flood Sub-Committee of the Deputy Minister’s Committee on Emergency Management and Public Safety which is sometimes referred to as a Steering Committee or Senior Steering Committee. The Deputy Ministers’ Flood Sub-Committee is chaired by the Clerk of the Executive Council and is made up of the Deputy Minister responsible for Emergency Measures and such other members as the Clerk of Executive Council may appoint. The Deputy Ministers’ Flood Sub-Committee provides “overall direction for a coordinated flood response,” to “keep relevant Ministers advised about the status of the flood response and apprised of emerging issues.”

(2) “Each Deputy Minister will be responsible for continuously briefing their Minister about the flood response and a joint briefing note will also be prepared for all affected ministers. Joint Ministerial briefings will be held as required. Issues Management staff will be involved in this process and will be consulted about the best way to keep affected MLAs briefed about the situation and to provide them with a regular opportunity to raise specific concerns that come to their attention.”

2.2.2 Flood Emergency Management System



2.2.3 Manitoba Infrastructure

MI's Water Management and Structures Division (WMSD) as the Primary Department leads and conducts all activities related to provincial flood control and mitigation. This includes activities such as: flood forecasting; predicting and monitoring elevations; operating the Red River Floodway, Portage Diversion, Fairford River Water Control Structure and Shellmouth Reservoir; modeling/mapping of the flood plain; undertaking mitigation initiatives (e.g. ice jam mitigation).

Other Divisions within MI may provide a host of other services, including engineering and construction expertise, infrastructure protection, operational/logistical support, survey information, and provincial traffic and transportation systems management.

2.2.4 Manitoba Emergency Measures Organization

The Manitoba Emergency Measures Organization (EMO) coordinates whole-of-government response and creates unity of effort among provincial departments, local authorities, non-government organizations, private sector and other relevant stakeholders. It also manages the Manitoba Emergency Coordination Centre (MECC). Among the main tasks of the MECC are

to coordinate activities in all phases of the emergency (Preparedness, Alert, Response, and Recovery), coordinate information flow and assistance to local authorities, and implement the decisions made by the Flood Steering Committee. The activation of the MECC will be determined by the Manitoba EMO Director of Operations based on incident complexity, severity and impacts. Please see Section 5.3 for MECC activation levels.

The MECC may be activated as follows:

2.2.5 Supporting Departments and Agencies

Supporting departments, non-government organizations or private companies that may be identified are mobilized to provide specific services according to their mandates and core business processes (Refer to 5. Roles and Responsibilities). Each department may activate their respective Emergency Operations Centre (EOC) according to their Emergency Response Plans. When the MECC is activated and depending on the required resources, supporting departments and agencies may be requested to: (a) designate representatives to the MECC; (b) attend daily briefings; (c) submit situation reports; (d) upload in WebEOC all relevant information and updates related to the flood response; (e) coordinate support to affected municipalities through the MECC.

2.2.6 Local Authorities

Municipalities affected by a flood emergency may activate their respective emergency plans as needed. When the MECC is activated, municipalities may be requested to: (a) participate in daily community conference calls; (b) submit situation reports; and (c) upload in WebEOC all relevant information and updates related to the flood response.

3 NOTIFICATIONS

With respect to spring flooding, MI notifies EMO in the late winter/early spring of each year regarding the potential for a flood emergency. In the case of summertime flooding, which usually develops much more quickly after a severe rainfall event of one or several days, MI notifies EMO as soon as possible regarding the potential for flooding. If there is a high likelihood of a springtime or summertime flood emergency, then EMO notifies (via email) the appropriate provincial departments, local authorities and other agencies. Warning to the federal government is provided through the Public Safety Canada RO.

In addition MI, in cooperation with CSM, provides public notification of flood outlooks and advisories whenever there is the potential for flooding.

MI provides timely information and advice to EMO when immediate public notification is required. Public notification may include use of the National Public Alerting System.

EMO provides written situational reports throughout the flood emergency to the Minister, with copies to CSM, involved departments and local authorities, Public Safety Canada and other parties as required.

The Flood Information Working Group consisting of staff from MI and CSM is established by the Steering Committee and helps ensure technical flood data, such as those presented in the Winter Conditions Report is understandable to the general public and may also provide guidance on how to present and communicate flood forecasts and flood data to support collective flood management and response efforts.

4 EMERGENCY AUTHORITY AND POWERS

Specific tools exist to prevent or limit the impact of a present or impending emergency. A local authority may declare a State of Local Emergency (SoLE), while the provincial government may declare a Provincial State of Emergency (PSoE) in order to access specific powers.

The following list outlines the powers that exist under s. 12 of *The Emergency Measures Act*:

- During a state of emergency or a state of local emergency, the Minister may, in respect of the province or any area thereof, or the local authority may, in respect of the municipality or an area thereof, issue an order to any party to do everything necessary to prevent or limit loss of life and damage to property or the environment, including any one or more of the following things:
 - (a) cause emergency plans to be implemented;
 - (b) utilize any real or personal property considered necessary to prevent, combat or alleviate the effects of any emergency or disaster;
 - (c) authorize or require any qualified person to render aid of such type as that person may be qualified to provide;
 - (d) control, permit or prohibit travel to or from any area or on any road, street or highway;
 - (e) cause the evacuation of persons and the removal of livestock and personal property and make arrangements for the adequate care and protection thereof;
 - (f) control or prevent the movement of people and the removal of livestock from any designated area that may have a contaminating disease;
 - (g) authorize the entry into any building, or upon any land without warrant;
 - (h) cause the demolition or removal of any trees, structure or crops in order to prevent, combat or alleviate the effects of an emergency or a disaster;
 - (i) authorize the procurement and distribution of essential resources and the provision of essential services;
 - (i.) regulate the distribution and availability of essential goods, services and resources;
 - (j) provide for the restoration of essential facilities, the distribution of essential supplies and the maintenance and co-ordination of emergency medical, social, and other essential services;
 - (k) expend such sums as are necessary to pay expenses caused by the emergency.

4.1 EVACUATION AUTHORITIES

Evacuations can be voluntary or mandatory and may include the evacuation of livestock and pets. For additional information on evacuations see the Local Authority's *Municipal Emergency Plan* and *Schedule 6 – Evacuations* of the MEP.

4.1.1 Voluntary Evacuation

Local and/or provincial authorities may recommend the voluntary evacuation of persons from flood threatened areas. Persons residing in the affected area may decide to remain, but should advise their local authority if they intend to do so.

In the event the situation deteriorates there is no guarantee that authorities will be able to evacuate those individuals who remained.

4.1.2 Mandatory Evacuation

Mandatory evacuations take place to protect the health and safety and individuals and first responders.

Mandatory evacuations should be considered when:

- road access may be cut off preventing individuals from accessing or escaping from a specific location,
- emergency services can no longer be safely delivered,
- essential services (e.g. power, water, heat, etc.) can no longer be delivered, or
- flood waters may inundate a location where individuals reside (see Schedule B).

If the situation deteriorates there is no guarantee that first responders will rescue those who refused to comply with the mandatory order. In certain circumstances persons who refuse to evacuate during a mandatory evacuation may be compelled to comply with the order, in accordance with the relevant provisions in the *Emergency Measures Act* as well as ordered to pay the costs incurred by the government to take any action under the order.

Where an on-site incident commander authorizes an individual to remain behind in an evacuation zone, the incident commander must have a plan and the resources to effect a timely evacuation should the situation deteriorate.

4.1.3 Mandatory Evacuations of Critical Sites

The evacuation of critical sites; specifically facilities with specialized infrastructure (i.e. hospitals, personal care homes, custody – legal/mental health, and other vulnerable populations) may take place at a lower flood risk threshold and in advance of evacuating the general public. This is done to ensure patient and public safety and as a result of the significant logistical requirements (including specialized transportation, resources and staffing coordination) associated with the evacuation of health facilities.

4.1.4 Mandatory Evacuation under the Emergency Measures Act

If a State of Local Emergency is in effect, then local authorities may order an evacuation by using the emergency powers listed in *The Emergency Measures Act*. Similarly, if a Provincial State of Emergency is in effect, the Minister may order an evacuation pursuant to *The Emergency Measures Act*.

If a Provincial State of Emergency or a State of Local Emergency has been declared, the voluntary or mandatory evacuations are generally ordered by the relevant authority pursuant to *The Emergency Measures Act*. If a PSoE or SoLE has not been declared, alternative authority to order an evacuation also exists under the following Acts, if the situation fits the criteria of the specific Act:

- *The Water Resources Administration Act* as ordered by the Minister of MI.
- *The Fires Prevention and Emergency Response Act* as deemed appropriate by the Fire Commissioner.

4.1.5 Mandatory Evacuation under the Water Resources Administration Act

The Minister who is charged with the administration of *The Water Resources Administration Act* may, in writing, order the mandatory evacuation of the diked areas of designated diking systems for which MI is responsible.

This authority is currently limited to the following jurisdictions: the Towns of Emerson, Brunkild and Morris, and the Villages of Letellier, Rosenort, St. Adolphe, and St. Jean Baptiste.

4.1.6 Evacuations under the Fires Prevention and Emergency Response Act

The Fire Commissioner, as identified in *The Fires Prevention and Emergency Response Act* may take any action he considers necessary, including directing that land or premises affected by the emergency or disaster be evacuated. This is done to eliminate or reduce the effects of the emergency or disaster.

In undertaking this authority, the Fire Commissioner may direct a peace officer or police forces with jurisdiction to assist in the evacuation. The peace officer/police force has the authority to do everything reasonably possible to ensure the evacuation is carried out.

5 ROLES AND RESPONSIBILITIES

The local authority has the primary responsibility for managing a flood emergency that occurs within its territory. Primary responsibility does not mean the only responsibility. Other levels of government may have statutory responsibilities that must be taken into account when managing a flood. In addition, managing the consequences of a major flood usually requires additional resources, advice and assistance from provincial departments which is coordinated through the MECC.

For floods affecting First Nation's, Indigenous Services Canada (ISC) is responsible and acts as the local authority where the First Nation's community is not self-governing. Chief and Council, will advice from ISC, will make decisions regarding actions to be taken during a flooding event that affects a First Nation's community. The Canadian Red Cross has been contracted as a service provider to implement the decisions and act on the behalf of ISC.

The following roles and responsibilities are broken down by phase: Preparation, Alert, Response, and Recovery. Throughout the flood, specific locations may be at different phases of the emergency. This means that as some locations enter the response phase, others may still be in the alert phase. Or, as some begin recovery, others may still be undertaking response activities.

5.1 PREPARATION

Regarding flooding events that occur in the spring, MI's Hydrologic Forecast Centre issues a Spring Flood Outlook each year usually during the third week of February, with an update usually during the third week of March. The actual dates of these outlooks may vary according to requirements. For example, an outlook may be issued in January if the flood potential is already very high. These outlooks are widely distributed to all levels of government including municipalities, and are posted on the MI website.

Regarding summertime flood events resulting from severe rainfall events, these flood events can develop quite rapidly. MI's communication regarding the potential of the rainfall event leading to flooding will not take place in a formal Flood Outlook document. Instead, the Hydrologic Forecast Centre will issue a preliminary qualitative alert or forecast, or a preliminary quantitative forecast if feasible.

Based on the flood outlooks, or the alert or forecast information from MI, EMO, and CSM co-chair a meeting of the Steering Committee to establish the flood planning benchmark for the potential flood event. The Inter-Agency Emergency Preparedness Committee is briefed following these outlooks and senior government officials are briefed if the flood potential is high.

MI prepares operational forecasts when spring runoff is underway. These are usually based on average future weather, but may include predicted precipitation if a storm is expected in the coming days. When runoff is underway and specific forecasts are available, EMO alerts key departments of the situation and their Emergency Management Advisors (EMA's) increase

their contact with Municipal Emergency Coordinators and MI regional staff in the flood prone areas. EMA's provide any necessary advice and assistance, as well as ensure that the appropriate preparations are being undertaken. All other departments also increase their level of preparedness.

Action	Responsibility
Primary departments/agencies for each action appear in bold	
Provide preliminary flood forecasting, including liaison with USA authorities on flood prediction.	MI (WMSD)
Coordinate flood forecasts, news releases and news conferences with participation from appropriate departments. Prepare public information materials including flood factsheets, website, advertising and other related public communication activities	CSM - MI - EMO
Alert key provincial and federal departments and hold Steering Committee meetings to consider the threat and establish flood planning benchmark.	EMO MI Public Safety Canada RO - Steering Committee
Increase liaison with municipalities in identified flood prone areas to advise of the risk and ensure that there are plans to address this risk.	EMO
Plan an ice jam mitigation strategy.	MI (WMSD)
Make arrangements to acquire helicopter/aircraft resources if required.	MI Air Services Branch (responsible for fixed wing aircraft and helicopter procurement)
Meet with regional health authorities and health care organizations to review initial flood risk information and to initiate health sector preparedness activities.	ODM
Meet with Provincial Psychosocial Planning Table to review initial flood risk information and to initiate psychosocial preparedness activities.	ODM

5.2 ALERT

A growing threat of flooding indicated in flood forecasts will prompt preparedness activities at all levels. Municipalities in the threatened areas and provincial departments will prepare for flood emergency operations. These preparations include reviewing and updating flood emergency plans and procedures; checking of stores, equipment and manpower resources; meeting with appropriate authorities; undertaking pre-emptive emergency measures; alerting elements of the provincial emergency response structure, briefing response personnel and establishing mechanisms to develop a common operating picture.

Action	Responsibility
Primary departments/agencies for each action appear in bold	
Assessment	
Flood forecasting, aerial snow surveys and hydrometric monitoring continues.	MI (WMSD)
Coordinate spring runoff outlook news releases and news conferences with participation from appropriate departments. Prepare public information materials including flood factsheets, website, advertising and other related public communication activities.	CSM - MI - EMO
Meetings	
Attend Annual Flood Preparedness Seminar(s) with local authorities to consider flood control measures (including emergency diking) and review emergency response/evacuation plans and procedures.	EMO - MI - SD (ESD) - OFC - FAM - ODM
Meet with local authorities to advise and assist producers who will stay in place during flood event.	EMO - MI - ODM - FAM - OFC - AGR
Support local authorities with advice and expertise for the movement of grain, fodder and livestock, as required.	AGR
Steering Committee continues to meet, informs Deputy Ministers' Committee about the developing flood threat, action taken and recommendations for further action.	EMO MI - Steering Committee
Meet with regional health authorities and health care organizations to review updated flood risk information and review the status of health sector preparedness activities.	ODM

Action	Responsibility
Meet with Provincial Psychosocial Planning Table to review updated flood risk information and review the status of psychosocial preparedness activities.	ODM
Pre-Event Planning	
Update flood plans/procedures.	EMO Departments Local Authorities, at risk Utilities Public Safety Canada
Alert elements of the provincial emergency response structure.	EMO - MI
Brief response personnel.	OFC ODM RCMP D Division Local Authorities
Arrange special financial appropriation and coding to track expenditures.	Various Departments
Preparations	
Prepare the MECC and Emergency Operations Centres (EOCs) for possible activation.	EMO Various Departments Local Authorities Public Safety Canada RO
Check resources of stores and equipment and take replenishment and/or purchasing action.	Departments Local Authorities, at risk
Evaluate staffing needs, and if necessary recruit additional staff, and undertake training.	EMO Various Departments
Make preliminary contractual arrangements with commercial firms and supplemental staff for diking operations and flood fighting efforts.	MI - Local Authorities, at risk
Pre-position provincial resources.	EMO Various Departments
Make ring dike closure decisions based on river conditions and forecasts.	MI (WMSD)
Support local authorities with advice and expertise on the movement of grain and livestock from flood prone areas.	AGR
Determine if federal assistance is necessary.	EMO - MI - Public Safety Canada RO - Steering Committee

5.3 RESPONSE

The province activates elements of its emergency response structure after it is clear that a provincial response is required to deal with the flood emergency. Provincial departments and municipalities respond in accordance with their emergency plans. The MECC provides the necessary coordination of departmental and provincial/municipal emergency responses. Provincial on-site response teams may be assigned to advise and assist local authorities in the conduct of flood fighting operations and when necessary, the evacuation of individuals. If necessary, the Province may declare a Provincial State of Emergency.

The MECC may be activated as set out in the Manitoba Emergency Plan (MEP) based on the complexity of the required response, as follows:

Level 1 (Day-to-Day Operations):

The EMO Duty Officer receives situation information from local authorities, departments and agencies and any events are managed remotely or in the office by the EMO Duty Officer. Event information is collected and documented in WebEOC by the EMO Duty Officer. At this level, local authorities, departments and agencies are able to respond and deal with local events and emergencies with little to no assistance from other departments and agencies. Emergencies are coordinated through the EMO Duty Officer and Director of Operations who will liaise with responding departments primarily by telephone, email and WebEOC. Information on emergencies or incidents of interest is assessed and distributed to partners as necessary in a standardized Situation Alert by email. Level 0 is considered routine, steady-state operating level and the MECC is not activated.

Level 2 (Moderate Level Operations):

The MECC is activated and staffed by Manitoba EMO personnel and representatives of select departments and agencies as directed by Manitoba EMO's Director of Operations. Depending on the scope, scale and progression of an event, the MECC may transition from a Level 1 to Level 2 activation or the event circumstances may determine that activation direct to Level 2 is required. The purpose of the moderate level activation will be to: assess the event/situation; gather and assess information; coordinate discussion among the emergency management partners involved or affected; forward situation updates or reports to emergency management partners and senior government officials; and provide logistical and other assistance to local authorities and emergency management partners as determined by the event/situation.

Level 3 (High Level Operations):

The MECC is activated and staffed by representatives of Primary, Supporting and Coordinating departments as directed by the Manitoba EMO Director of Operations. Additional staff from departments with operations, planning and logistics responsibilities may be required as identified by the Steering Committee. Depending on the scope, scale and progression of an event, the MECC may transition from a Level 2 to Level 3 activation or the event circumstances may determine that activation direct to Level 3 is required. The purpose of the high level activation will be to: assess the event/situation; gather and assess information; coordinate discussion among the

emergency management partners involved or affected; forward situation updates or reports to emergency management partners and senior government officials; and provide logistical and other assistance to local authorities and emergency management partners as determined by the event/situation. In major events with multiple affected sites, the MECC may set operational and logistical priorities and provide direction to responding departments and agencies in support of on-site incident commanders and provide a path for escalated decision-making as set out in the MEP.

The EMO Director of Operations acts as the MECC Director and ensures that the Daily Work Cycle is carried out in a well-coordinated manner.

Action	Responsibility
Primary departments/agencies for each action appear in bold	
Management	
Steering Committee meets as required for briefings, decision making (e.g. allocate resources, including financial resources) and makes recommendations to Deputy Ministers' Committee, if required.	EMO MI - Steering Committee
Deputy Ministers' Committee and Cabinet meet, as required.	Deputy Ministers - Cabinet
Public Information	
Coordinate, prepare and disseminate public information materials including flood fact sheets, website, advertising and other related public communication activities.	CSM - Steering Committee - Various Departments
Provide warnings and public alerts, as required.	EMO - MI - CSM - Local Authorities
Disseminate flood information to individuals in their jurisdiction.	Local Authorities
Coordinate daily news conferences.	CSM - EMO - MI - Departments, as required
Planning	
Plan, direct and coordinate provincial flood control operations and flood control works (e.g. Red River Floodway, Portage Diversion).	MI (WMSD)
Activate and implement municipal emergency plans and procedures.	Local Authorities

Action	Responsibility
Provide engineering and technical advice and assistance to local authorities concerning flood protection measures.	MI
Provide advice on the most efficient and effective use of flood fighting resources.	MI
Maintain current situational awareness.	MECC
Draft and distribute Situation Reports.	MECC - Departments - EMO - Local Authorities
Request federal assistance, if required.	EMO - Public Safety Canada RO
Decide whether to construct temporary roads and bridges for emergency access to affected locations.	Steering Committee - MECC - Local Authorities - MI
Provide permission to cut roads and create water diversions.	MI (WMSD) - Local Authorities
Advise and assist school authorities in flooded areas with arrangements for school closing and continuing education requirements.	School Divisions - MET - MI
Meet with regional health authorities and health care organizations to review the flood situation, assess for consequences and implications to the health sector and activate response plans accordingly.	ODM
Meet with Provincial Psychosocial Planning Table to review the flood situation and assess the need for implementation of psychosocial supports.	ODM
Operations	
Provide flood monitoring.	MI
Provide flood plain modeling/mapping, radar satellite imagery and aerial photography.	MI (WMSD) - SD (GeoManitba)
Collect hydrologic data for flood forecasting.	MI (WMSD)
Issue daily operational flood forecasts and information on water levels and flow, including informing the MECC.	MI (WMSD)
Conduct local flood operations.	Local Authorities
Establish and run Flood Liaison Offices to provide flood fighting information.	MI (WMSD) -SD

Action	Responsibility
Activate the MECC and provide coordination for the provincial and provincial/municipal flood response.	MECC - EMO - Departments, as determined by EMO - ARES
Activate and staff their twenty-four hour a day emergency telephones and EOC, and maintain communications with the MECC.	Departments Local Authorities Public Safety Canada RO Agencies
Operate provincial flood control works (e.g. Floodway and West Dike Control Structures, Portage Diversion, Shellmouth Dam, Fairford Dam, Mossey Dam, Whiteshell dams, etc.).	MI (WMSD) - SD (WSBD)
Conduct Community Ring Dike Operations (e.g. closures, internal drainage and monitoring).	MI (WMSD)
Dispatch provincial on-site response teams to advise and assist local authorities in the flood threatened areas.	MECC - Various Departments
Departments and agencies support municipal flood operations in accordance with departmental and agency response procedures.	Various Departments
Dispatch federal assistance to designated localities, if required.	MECC
Coordinate daily conference calls regarding the daily flood forecasts, flood fighting activities, municipal and provincial infrastructure damage reports, unusual hydrologic events, flood fighting planning and directives, and work cycle planning.	EMO MI (WMSD) - CSM - SD (ESD) - Local Authorities, as required
Update and initiate public information materials as needed in partnership with EMO and other departments	CSM
Allocate provincial resources including personnel and equipment, as required, to flood-impacted municipalities.	MECC - Steering Committee - Departments
Deploy ice jam mitigation equipment.	MI (WMSD) MECC (level 2 and 3 event)
Deploy flood tubes.	MI (E&O) MECC (level 2 and 3 event)
Deploy provincial steamer crews.	MI (E&O) MECC (level 2 and 3 event)
Prepare, haul, provide and distribute provincial sandbags and sandbagging equipment.	MI (E&O) MECC (level 2 and 3 event)

Action	Responsibility
Maintain patrols of provincial waterway drains and inspect culverts and bridges.	MI - Conservation Districts - RCMP D Division
Maintain patrols of roads and road crossings, post road closures and inspection of bridges.	MI - Local Authorities - RCMP D Division
Conduct groundwater monitoring, well protection programs and boil water advisories.	SD (WSBD) - Conservation Districts
Monitoring and programming of surface water protection.	MI (WMSD) - SD (WSBD) - Conservation Districts
Maintain regular patrols of all property in flooded areas.	Local Authorities
Direct and coordinate all highway traffic functions.	MI (E&O) RCMP D Division (responsible for safety functions) - Local Authorities (in consultation with MI)
Construct, maintain and arrange for the emergency repair of provincial roads, bridges, airports and water control infrastructures.	MI
Provide special transportation permits.	MI (Motor Carrier Division)
Communicate provincial and municipal road closure information to the Medical Transportation Coordination Centre (MTCC) for consideration in the dispatch of ambulances.	ODM
Support agencies with advice and expertise for dealing with relocation and care of livestock, companion and hobby farm animals in affected or evacuated areas.	AGR - FAM
Undertake water search and rescue operations, as required.	Local Authorities OFC - RCMP D Division
Conduct public check-in/check-out process in communities.	Local Authorities
Decide whether to evacuate.	Local Authorities (see Section 4)
Arrange for the evacuation and return of individuals including confirming reception arrangements with neighbouring municipalities.	Local Authorities

Action	Responsibility
Evacuate individuals, hospitals and personal care homes.	Local Authorities (responsible for the individuals, including tracking evacuees) ODM (responsible for health facilities) - MECC - EMO - FAM - RCMP
Register (i.e. maintain a list) and provide support to evacuees at reception centres.	Local Authorities FAM - ODM - NGOs, as required
Maintain a list of people who have yet to evacuate.	Local Authorities
Support agencies with advice and expertise on the provision of accommodations for evacuated pets.	AGR FAM
Provide advice for emergency evacuation of farm stored grains, fertilizer, pesticides, and other chemicals.	AGR
Encourage and support the provision of emergency animal care and veterinary services, to maintain compliance with The Animal Care Act.	AGR
Coordinate air ambulance operations and health facility evacuations.	ODM - MI (Air Services Branch)
Coordinate ground medical operations. and health facility evacuations	ODM
Implement and coordinate arrangements for the shutting down of utilities/services in the evacuated areas.	Local Authorities - Manitoba Hydro - MECC - EMO - MI - SD
Coordinate the redistribution of government services (e.g. mail delivery, financial programs, etc.) for persons evacuated from flooded areas.	- MECC - Public Safety Canada
Logistics	
Establish telecommunications link between the MECC and other EOCs.	EMO -ARES
Assist in acquiring helicopter/aircraft resources.	MI (Air Services Branch) (fixed wing aircraft and helicopter procurement) - RCMP D Division

Action	Responsibility
When appropriate, arrange the necessary logistical support (primarily food and lodging) for provincial, departmental, agency or other personnel who are supporting the municipal operations.	Local Authorities

5.4 RECOVERY

Residents may begin to return to the municipality once flood waters recede and other criteria in the flood re-entry guidelines (see Schedule C) are met, as determined in conjunction with the municipality and EMO. Post-emergency operations will involve extensive provincial assistance to municipalities in such activities as re-entry operations, clean-up, restoration of utilities, flood damage estimation, claims for financial assistance and the resolution of flood operations costs.

Action	Responsibility
Primary departments/agencies for each action appear in bold	
Preparations for Re-entry	
Develop re-entry plan, including date/time, transportation arrangements, routes, instructions and information.	Local Authorities - MECC - Utilities - Various Departments
Initiate preparatory arrangements for re-entry.	Local Authorities - MECC - Departments - Utilities - RCMP D Division
Distribute re-entry information.	EMO CSM - Local Authorities - FAM - Departments - NGOs
Support and where necessary coordinate municipal re-entry.	MECC - Departments
Advise when water levels have fallen enough to permit safe re-entry to both diked and non-diked communities.	MI (WMSD)
Remove freeboard from ring dikes and return material to original sites and repair sites, as well as re-open ring dikes to restore road and rail access.	MI (WMSD)
Inspect institutions such as hospitals, care facilities and schools and outline necessary action to management.	ODM Local Authorities School Divisions

Action	Responsibility
Inspect provincial roads and bridges and carry out repairs as necessary.	MI Local Authorities
Determine when provincial roads become passable for emergency vehicles.	MI (E&O)
Determine and advise when routes are open to the general public.	MI (E&O) Local Authorities
Arrange for bus transport, as required for re-entry.	Local Authorities - MECC - FAM
Inspect municipal sewage treatment systems and advise on restoration to working condition.	Local Authorities - SD (ESD)
Inspect and advise the public, as necessary, regarding private sewage disposal systems.	Local Authorities - SD (ESD)
Identify and address garbage disposal problems.	Local Authorities - SD (ESD)
Re-entry	
Implement re-entry operations when communities are prepared to receive returning individuals.	Local Authorities - MECC - Various Departments
Assist in arranging for the return of hospital and personal care home populations.	ODM
Monitor public and private water supplies and establish sampling programs for all municipal water supplies.	MI (WMSD) SD Local Authorities
Establish monitoring programs in all commercial food handling establishments. Advise and recommend action with respect to suspect food stocks.	ODM
Identify and respond to unsanitary conditions (insects, rodents, dead animal disposal, etc.).	Local Authorities
Support local authorities with advice and expertise for movement of livestock back to farms	AGR
Support local authorities with advice and expertise on the inspection, clean-up and resumption of farming activities	AGR
Support local authorities with advice and expertise on the inspection and disinfection of dairy equipment, barns, hog houses and poultry houses.	AGR
Provide animal welfare expertise as required	AGR
Make reference to the Manitoba Farm and Northern Support Services as the situation requires	AGR

Action	Responsibility
Advise schools on re-opening.	School Divisions
Re-establish federal services.	Public Safety Canada - MECC
Withdraw provincial and federal emergency resources from municipalities.	MECC - Departments - Steering Committee
Meet with Provincial Psychosocial Planning Table to review flood impacts and assess the need for provision of psychosocial support to communities and individuals affected by flooding.	ODM
Flood Damage/Expenses	
Determine the need for a Disaster Financial Assistance (DFA) program.	Steering Committee Deputy Ministers Cabinet
Open Flood Recovery Offices, as required.	EMO - Departments
Assist communities and individuals to apply for DFA.	EMO
Document flood damages and impacts.	Local Authorities Departments Individuals
Inspect flood damage to provincial works, after safety assessment is conducted.	MI
Inspect flood damage to municipal property after safety assessment is conducted.	Local Authorities
Inspect flood damage to individual homes and businesses after safety assessment is conducted.	EMO
Report and account for expenditures.	Departments Local Authorities
Process DFA claims submitted by individuals, local authorities and departments.	EMO
Determine suitability and if appropriate request DFAA.	EMO - Public Safety Canada RO
Post-Emergency	
Establish Recovery Working Group and Steering Committee.	EMO - Departments - NGOs
Assist individuals and communities with long term recovery.	EMO - FAM - ODM - Departments

Action	Responsibility
	- NGOs
Recommend mitigation strategies.	Steering Committee - Deputy Ministers
Communicate provincial and municipal road re-opening information to the MTCC for consideration in the dispatch of ambulances.	ODM

SCHEDULE A – MECC DAILY WORK CYCLE

The following departments and agencies may be requested to provide a representative(s) to the MECC and participate in the daily work cycle.

- EMO
- SD
- AGR
- OFC
- MET
- MI
- ODM
- CSM
- RCMP
- DND
- FAM
- Partners in Disaster
- Public Safety Canada
- ARES
- INR

DRAFT DAILY WORK SCHEDULE (ANTICIPATED 24 HOUR CYCLE)

This schedule is meant to act as a guideline for the MECC's daily work cycle. The timeframes are tentative and may change depending on the situation. An actual work schedule will be distributed on the instructions of the MECC Director during actual response operations.

Time	Activity	Remarks
7:30 am	Open MECC	All
8:00 am	Overnight Issues Updates to Planning Section	WebEOC and Email Updates by Sections, Departments, Agencies and MECC Updates
8:15 am	Overnight Updates to MECC	Planning Section, All
8:30 am	Operations Teleconference (as required) – Shift to 8:00 as required	Operations Section, Others TBD
9:00 am	WMSD Water Conference Call (Shift to 8:30 as required)	
9:30 am	MECC morning update briefing (situation (weather, flood, ongoing actions, media), priorities, objectives)	Planning Lead, Operations Supports
10:00 am	Situation Report and Public Alerting	Planning/HFC
11:00 am	MECC Inputs to CSM for Press Release, Bulletins, etc	Planning
1:30 pm	Operations Teleconferences with Municipalities/Stakeholders	Operations, HFC, Departments
2:30 pm	MECC Action Plan Meeting	Planning Lead, Sections, Departments, Agencies
3:30 pm	SITREP and MECC Action Plan – Drafts Completed	
4:30pm	SITREP and MECC Action Plan Distributed	

SCHEDULE B – ACTIONS AND TRIGGER POINTS FOR NON-COMMUNITY DIKE STRUCTURES

This table summarizes the action guidelines and trigger points for various non-community dike structures that are found in a flood plain. These guidelines apply to property protected by private ring dikes or pads and property protected by a linear provincial dike structure. Ring dike town guidelines are found in the appropriate Operation and Maintenance Manual managed by MI or by local governments. It must be understood that the below guidelines must be applied to the realities of the situation and modified where necessary by the local authority, or provincial engineer, to ensure the safety of life. The decision to evacuate does not need to wait until water levels reach a particular level. Evacuation can be ordered based on the forecasted level or predicted threat and circumstances.

Dike Type	Dike Height	Distance Of Residence From Dike Or Significant Hazard Zone ¹	Water Level	Action
Ring	Any	Any	When clear road access is threatened or predicted within evacuation timeframe	Evacuate all non-essential personnel
			Above design flood stage, and situation dangerous (e.g., no safe evacuation method available)	Evacuate all
Permanent, Linear	Greater than 10 feet	Less than 1 mile (depending on topography)	When clear road access is threatened by failure inundation	Evacuate all non-essential personnel, unless there is a safe evacuation plan or site is protected
			Design flood stage ³ , or above	Evacuate all personnel unless there is a safe method of evacuation or site is protected
		Greater than 1 mile (depending on topography)	1' below design flood stage ³ , or when clear road access is threatened by failure inundation	Alert all personnel - 24 hrs notice to move
			Design flood stage ³ , if clear road access is threatened by failure inundation	Evacuate all non-essential personnel and non-protected sites ²
Non-permanent	Recommended not to exceed 5 feet (3' water and 2' freeboard)	Any	2' above base of dike or when clear road access is threatened	Evacuate all non-essential personnel within inundation zone (evacuate all if no safe egress)
			At design flood stage ³	Evacuate all personnel within inundation zone unless there is a viable inundation safety plan ⁵ , and a safe method of evacuation
Pads		N/A	If road access is compromised	Evacuate all non-essential personnel (evacuate all if no safe egress)
			If water over pad	Evacuate all personnel when flooding of building is likely and there is no viable inundation safety plan ⁵ , or when there is no safe egress Note: if dike is built on pad follow guidelines for appropriate dike type and condition above

RMs, Towns and Villages may contact MI.

1 - Significant Hazard Zone: A designated zone is an area within a municipality that, because of its topography is at a greater risk of flooding.

2 - Non-protected site: A non-protected site is a structure or location that offers no or minimal protection against the effects of the expected flood water levels and when no dry road access to the property remains.

3 - Design flood stage: The design flood stage is the engineering estimate of the safe levels of water up to which the dike structure will offer protection.

4 – Inundation zone: Zone of flooding if dike fails.

5 – Viable inundation safety plan: A workable and credible plan for flood fighter to implement and remain safe in the case of a dike failure and/or inundation of the building.

SCHEDULE C – RE-ENTRY GUIDELINES

Re-entry operations are initiated once local and provincial authorities are satisfied that communities have taken the appropriate action to accommodate returning residents and the rehabilitation process. Each community determines re-entry procedures and schedules re-entry dates, which depends on the impact that the flooding has had on the community. Local authorities and appropriate provincial departmental staff jointly determine re-entry plans and operations, while the MECC coordinates re-entry operations if necessary.

PUBLIC RE-ENTRY REQUIREMENTS FOR DIKED COMMUNITIES (WHERE NO INUNDATION INSIDE THE PROTECTED AREA)

The following are diked communities owned and operated by the Provincial Government: Emerson, West Lynne, Dominion City, Letellier, Resenfeld, Lowe Farm, St. Jean Baptiste, Morris, Riverside, Rosenort, Ste. Agathe, Brunkild, Aubigny, St. Adolphe, Grande Pointe, St Pierre, Gretna, Niverville, St. Lazare and Ste. Rose du Lac.

There are a number of First Nations communities with flood protection dikes, such as the Roseau River Anishinabe First Nation, and Lake Manitoba First Nation. As well, there are several local governments that own and operate community ring dikes, such as Reston and St. Laurent.

Individuals should not attempt to return to any of the diked communities until confirmation of the following.

- MI confirms that the water level has fallen far enough and declares the dike community safe from flooding.
- MI and local authority confirms that road access routes are open and safe for public travel.
- Local authority confirms the community is ready to accommodate the returning residents.
- Utility companies confirm the restoration of utility services.
- ODM confirms that damaged properties are inspected for public health concerns and those concerns have been addressed.

REQUIREMENTS FOR PUBLIC RE-ENTRY FOR RURAL MUNICIPALITIES AND NON-DIKED COMMUNITIES (AND DIKED COMMUNITIES WHERE INUNDATION INSIDE THE PROTECTED AREA)

Residents should not attempt to return to any flooded area until confirmation of the following.

- Local authority confirms that the water level has fallen far enough to be sure that the residence is safe from flooding.
- MI and local authority confirm that provincial and municipal road access routes are open and safe for public travel.
- Manitoba Hydro inspects and reconnects electricity and natural gas.
- OFC undertakes building code inspections.
- SD Office of Drinking Water samples, tests, and if necessary, decontaminates the water supply.
- The sewage system is operating, confirmed by ESD.
- Adequate communications to contact police, fire and EMS services, e.g. landline, cellular telephone.
- Local authority assures adequate food supplies (by bringing in new supplies, or ensuring that the old ones are not contaminated).
- Local authority confirms the provision of temporary accommodations and food in town, in the event the residence is not immediately ready for occupation.

INFORMATION

News media, reception centres and municipal offices will make re-entry information, including the times, dates and procedures, available as soon as possible. The Municipal Office is the primary source of information. Residents should obtain copies of relevant publications on re-entry from one of the designated outlets before attempting to return to their residence.