



# Disaster Management Plan



# Disclaimer

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The Disaster Management Plan (“Plan”) of The Corporation of the City of Mississauga (referred throughout this document as the “City” is intended to identify general responsibilities and procedures in the time of a large emergency or disaster. It is designed as a source of reference for City officials and employees and no reliance should be placed on it by others.

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## Version Control

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# 1 Introduction

## 1.1 Background

All municipalities are vulnerable to hazards that can give rise to large emergencies or disasters. As Canada's sixth largest City, Mississauga is home to more than 766,000 residents and more than 86,000 businesses. Mississauga is Canada's Gateway through Toronto Pearson International Airport, which is also Canada's largest airport. The City also has a well-developed industrial base, Lake Ontario frontage for the entire southern border of Mississauga and 202 km of creeks, rivers & other waterways, marinas, rail corridors, pipelines, and six major highways. All of these factors are considered when developing the City of Mississauga Disaster Management Plan, supporting documentation (Risk-Based Response Plans, and Critical Support Documents), and the Business Continuity Management Program (Business Continuity/Continuity of Operations Plans, Disaster Recovery Plans, and Crisis Management Plans).

Municipalities routinely respond to planned and unplanned emergencies and disasters requiring first responders, public works, utility companies, and others; however, some situations may escalate beyond the scope of normal operations. It is the responsibility of the Emergency Management Program Committee through the Office of Emergency Management to create the framework within which the City reduces vulnerability to hazards and cope with the impacts of a disaster.

## 1.2 Definitions

**Emergency** is defined by the *Emergency Management and Civil Protection Act* as a situation or impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease or other health risk, an accident or an act whether intentional or otherwise.

**Disaster** is defined by Public Safety Canada as a social phenomenon that results when a hazard intersects with a vulnerable community in a way that exceeds or overwhelms the community's ability to cope and may cause serious harm to the safety, health, welfare, property or environment of people; may be triggered by a naturally occurring phenomenon which has its origins within the geophysical or biological environment or by human action or error, whether malicious or unintentional, including technological failures, accidents and terrorist acts.

A disaster can result from an existing danger or it can be a threat of an impending danger, which by its nature and magnitude necessitates a controlled and coordinated response by a number of government, private, and community agencies. Disasters vary in scale from local, regional, provincial, national or international.

In 2015, The Government of Canada along with 186 countries from all over the world endorsed the United Nations Sendai Framework for Disaster Risk Reduction. Disaster Risk Reduction is defined as a systematic, whole-of-society approach to identifying, assessing and analyzing the causal effects of disasters and reducing the risks and impacts of disasters based on risk assessments.



### 1.3 Document Title

The Disaster Management Plan hereinafter will be referred to as the “Plan”. For the purpose of satisfying Section 3(1) of the *Emergency Management and Civil Protection Act*, R.S.O. 1990, c. E.9, this document is considered the Municipal Emergency Plan. This Plan replaces the 2016 Emergency Plan, By-law Number 0220-2016.

### 1.4 Purpose

The purpose of the Plan is to make provisions for the extraordinary arrangements and measures that may be necessary for preserving and safeguarding life, property, the environment, and the economy, when faced with a disaster.

The Plan unifies the efforts of the City for a comprehensive and effective approach for responding to and recovering from the impacts of a disaster. It is intended to increase the response capability of the City by establishing a process to efficiently and effectively deploy resources.

The Plan in itself cannot guarantee an efficient, effective response to a disaster. It is utilized as a tool to frame and guide overall actions and supported further by Incident Management System (IMS) Training and exercises, Business Continuity Management/Continuity of Operations Plans, Risk-Based Response Plans, and Critical Support Documents.

**Business Continuity Management/Continuity of Operations Plans, Disaster Recovery Plans and Crisis Management Plans** are supporting documents to this Plan. They contain background material and specific instructions to support maintaining, recovering or managing City services as a result of a disruption.

**Risk-Based Response Plans** are supporting documents to this Plan. They are for specific hazards that may pose a threat to the City. These Plans are based on the City’s Hazard Identification & Risk Assessment (HIRA) and include the following:

- Conditions that will activate the plan, i.e., Escalation Triggers
- Emergency functions and who will perform them, i.e. IMT/Risk-based Team/Stakeholders
- Resource Identification: Personnel, Equipment, etc.
- Procedures for accounting for lives and property, i.e. Incident Action Plans (IAP)
- Specific evacuation procedures, including routes and exits, i.e. Emergency Detour Routes
- Recovery Activities, e.g., debris management, emergency social services

**Critical Support Documents** are supporting documents to the Plan, Risk-Based Response Plans, Business Continuity Management/Continuity of Operations Plans, Disaster Recovery Plans, and Crisis Management Plans. Critical Support Documents may be Standard Operating Procedures, Administrative Instructions, Policy Statements, critical support documents of other agencies and all other documents supporting an integrated response to a disaster. The CSD’s can be stand-alone documents or grouped depending on the nature of the incident.

## 2 Authority

### 2.1 The Emergency Management and Civil Protection Act

The *Emergency Management and Civil Protection Act*, R.S.O. 1990, c. E.9, is the primary authority enabling passage of the by-law adopting the Plan. Important measures authorized under the legislation which form part of the Plan are:

- expenditure of monies associated with the implementation of the Plan;
- authorization for municipal employees to take appropriate action before formal declaration of a disaster (emergency);
- procedures to be taken for safety and/or evacuation of persons in a disaster area;
- designation of a member of council who may exercise powers and perform the duties of the Mayor under the Plan during the absence or inability of the Mayor to act, this designated Member of Council is referred to as the Acting Mayor in this Plan;
- establishment of committees and designation of employees to be responsible for ongoing maintenance of the Plan, to train and exercise employees in their functions, to raise awareness across the corporation to ensure continuity of operations and to implement the Plan during a disaster;
- authorization to obtain and distribute materials, equipment, and supplies during an emergency; and
- authorization to attend to such other matters that are considered necessary or advisable for the implementation of the Plan during a disaster.

### 2.2 Protection from Liability

Section 11 of the *Emergency Management and Civil Protection Act* states:

"No action or other proceeding lies or shall be instituted against a member of council, an employee of a municipality, an employee of a local services board, an employee of a district social services administration board a minister of the Crown, a public servant or any other individual acting pursuant to this Act or an order made under this Act for any act done in good faith in the exercise or performance or the intended exercise or performance of any power or duty under this Act or an order under this Act or for neglect or default in the good faith exercise or performance of such a power or duty." [2006, c. 13, s. 1 (6)]

### 2.3 Authority to Activate the Plan

The City's Incident Management Team can be called together in whole or in part with or without a declaration of a disaster. The individuals in specific positions and their alternates with the authority to activate this Plan and assemble the required staff at the Municipal Command Centre (MCC) or Emergency Operations Centre (EOC) are as follows:

- Head of Council
- City Manager
- Commissioners
- Fire Chief and Director, Emergency Management
- Director, Strategic Communications (Emergency Information Officer)

- Manager, Office of Emergency Management (CEMC – see 4.1.2)
- IMT Commanders

Other agencies may request the Plan to be activated through any of these individuals or by contacting the OEM Duty Officer.

### 3 Public Accessibility to the Plan

Section 10 of the *Emergency Management and Civil Protection Act* provides that the Plan must be available to the public during regular business hours. Paper copies are available on request through the Office of the City Clerk. The Plan is also made available on the City's website.

The *Accessibility for Ontarians with Disabilities Act*, Ontario Regulation 191/11 clarifies information requirements related to emergencies and to emergency plans. Specifically, the regulation states the following:

Emergency procedure, plans or public safety information

*13. (1) In addition to its obligations under section 12, if an obligated organization prepares emergency procedures, plans or public safety information and makes the information available to the public, the obligated organization shall provide the information in an accessible format or with appropriate communication supports, as soon as practicable, upon request.*

Individuals may request a copy of the Plan in alternate formats or languages. This will be completed on an as needed basis and may require a minimum of 10 working days.

#### 3.1 Freedom of Information and Protection of Privacy

Any personal information collected under the authority of the Plan shall be used solely for the purpose of planning, preparing, and responding to disasters as defined within the Plan. The release of any information under this Plan, Risk-Based Response Plans, Business Continuity Management/Continuity of Operations Plans, or Critical Support Documents shall be made in conformity with the *Municipal Freedom of Information and Protection of Privacy Act* (MFIPPA), R.S.O. 1990, Chapter M.56 as amended.

Pursuant to Section 2 of the *Emergency Management and Civil Protection Act*, a head of an institution, as defined in the *Municipal Freedom of Information and Protection of Privacy Act* (MFIPPA), may refuse under the MFIPPA to disclose a record if:

- a. The record contains information required for the identification and assessment of activities under subsection 3 of the *Emergency Management and Civil Protection Act* – Hazard and risk assessment and infrastructure identification;
- b. Its disclosure could reasonably be expected to prejudice the defense of Canada or of any foreign state allied or associated with Canada or be injurious to the detection, prevention or suppression of espionage, sabotage or terrorism; or



- c. Reveals a trade secret or scientific, technical, commercial, financial or labour relations information, supplied in confidence implicitly or explicitly.

## **4 Emergency/Disaster Management Governance Structure**

### **4.1 Emergency Management Program Committee (EMPC)**

The *Emergency Management and Civil Protection Act* (EMCPA) R.S.O. 1990, c.E.9; EMCPA and Ontario Regulation 380/04 sets the minimum emergency management standards all municipalities must meet.

Section 11 of Ontario Regulation 380/04 describes that "every municipality shall have an emergency management program committee" and the "committee shall advise the council on the development and implementation of the municipality's emergency management program" [O. Reg. 380/04, s. 11(4), (5)].

The intention of the Emergency Management Program Committee is to develop and implement the emergency management program and adopt it by by-law. The Act requires that every Emergency Management Program consist of:

- An emergency plan;
- Training programs and exercises for employees of the municipality and other persons with respect to the provision of necessary services and procedures to be followed in incident response and recovery activities;
- Public education on risks to public safety and on public preparedness for disasters;
- An assessment of various hazards and risks to public safety that could give rise to disasters and identify the facilities and other infrastructure elements that are at risk of being affected by disasters; and
- Any other element required by the standards for emergency management programs set under Section 14 of the Act.

EMPC works to ensure that:

- The City is ready to respond to disasters impacting the City of Mississauga.
- People living and working in Mississauga:
  - know about the potential hazards in their community.
  - have the knowledge and understanding required to respond to and recover from incidents

### **4.2 Office of Emergency Management (OEM)**

The City's OEM is responsible for the creation, maintenance, and coordination of an effective response structure that provides for the safety and well-being of the residents of Mississauga. This is achieved through the development, implementation, and management of emergency planning and business continuity initiatives that support citywide prevention, mitigation, preparedness, response, and recovery to emergencies and large scale disasters.

The main challenge faced by the OEM is how to prevent, mitigate, prepare, respond to, and recover from a wide range of hazards within all five components of emergency/disaster management:

- Prevention
- Mitigation
- Preparedness
- Response
- Recovery

#### **4.2.1 Emergency Management (EM) Program**

An Emergency Management Program is a jurisdiction-wide system that provides for management and coordination of prevention, mitigation, preparedness, response, and recovery activities for all hazards. The system encompasses all organizations, agencies, departments, entities and individuals responsible for disaster management and security for that jurisdiction.

The goal of the City's EM Program is to further enhance Mississauga as a disaster resilient community: a community that is prepared to respond to and recover from a disaster.

The Program includes:

- formalizing a planning process,
- established common planning requirements,
- undertaking risk assessment and impact analysis, and
- specific disaster and business continuity management strategies.

The outcome of these elements contributes to the development, implementation, and maintenance of plans and activities to implementation and evaluation for continuous improvement.

##### **4.2.1.1 Community Emergency Management Coordinator (CEMC)**

The CEMC position is a legislated requirement of the *Emergency Management & Civil Protection Act* for all Ontario municipalities. The position is required to possess all the training required by the Chief, Emergency Management Ontario, including designation as a Community Emergency Management Coordinator. The CEMC participates as a member of the Municipal Emergency Control Group (MECG) and is a member of the City's EMPC. Together with the support of the EMPC, the CEMC ensures that the City's program meets all legislated requirements and the necessary provision of services.

The CEMC:

- Works with the Chair of the EMPC, councillors, commissioners, and department/organization emergency management leads across the City
- Works with the CEMCs of neighbouring municipalities
- Works closely with regional, provincial, and federal levels of government
- Identifies potential hazards and risks to the City of Mississauga

- Identifies critical infrastructure and through the Critical Infrastructure Assurance Program, works with stakeholders to strengthen the resilience of city-owned critical infrastructure
- Reviews and evaluates the City of Mississauga Disaster Management Plan
- Develops and delivers emergency/disaster management training and exercises
- Presents disaster management-related issues to the community
- Develops disaster management educational materials for the community and informs residents about:
  - Personal and family disaster preparedness.
  - Protecting yourself from the specific hazards

#### 4.2.2 Business Continuity Management

The City's Business Continuity Management (BCM) Program was established to help ensure Trust, Quality, and Excellence of our services is maintained following any event that impacts or potentially impacts business operations.

Business Continuity is defined as "the capability of the organization to continue delivery of products or services at acceptable pre-defined levels following a disruptive incident." (ISO 22301:2012)

The City's BCM Program includes:

- Satisfying business obligations
- Producing viable and well-maintained Business Continuity/Continuity of Operations Plans
- Mitigate the effects of an interruption on the City's business operations and functions
- Set objectives for the resumption of technology operations and support services.

#### 4.3 Municipal Emergency Control Group (MECG)

Section 12 of the **Ontario Regulation 380/04 of the *Emergency Management and Civil Protection Act*** describes that "every municipality shall have a municipal emergency control group" (MECG) and that the composition of the group consist of officials, employees, and/or members of council, as may be appointed by council. The MECG is responsible for establishing disaster priorities, as well as for directing and coordinating response and recovery efforts. Since the adoption of the Incident Management System (IMS) the duties and responsibilities of the Municipal Emergency Control Group (MECG) may be delegated to the Incident Management Team (IMT) as deemed appropriate.

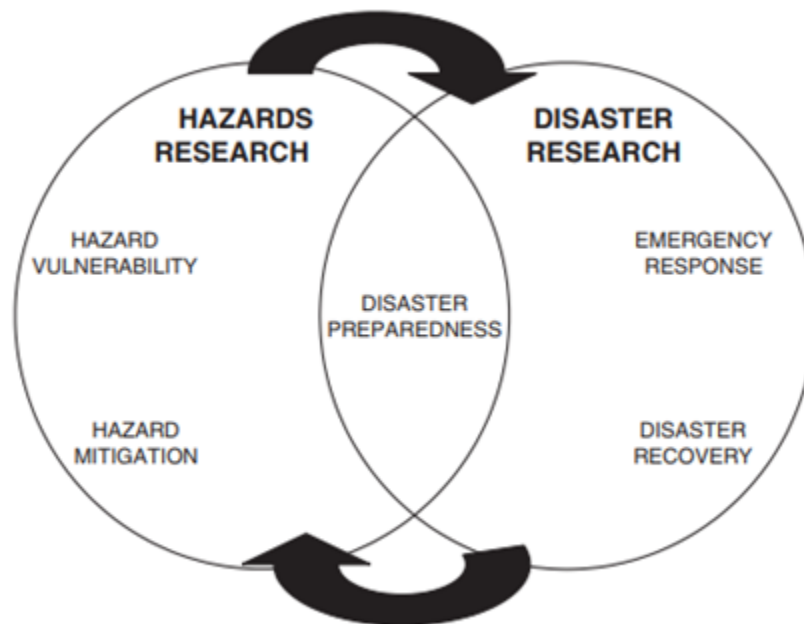
##### 4.3.1 Municipal Emergency Control Group Members

The Municipal Emergency Control Group includes the City Manager, City Solicitor and members of the Emergency Management Program Committee (EMPC).

## 5 Hazard Identification and Risk Assessment (HIRA)

The HIRA is the foundation of the City's Emergency Management Program. By developing and regularly reviewing the HIRA, the City understands what hazards, if any, may impact the municipality, how frequently they occur, and how severe their impact(s) can be on the residents, infrastructure, property, and the environment. The HIRA also allows municipalities to track emerging hazards or those that have the potential to impact the City in the future. The EMPC reviews the HIRA annually to maintain relevance for emergency planning.

The *Emergency Management and Civil protection Act* states that every municipality must "identify and assess the various hazards and risks to public safety that could give rise to emergencies." A hazard is an event or physical condition that has the potential to cause fatalities, injuries, damage to critical infrastructure, property, or the environment, agricultural loss, interruption of business, or other types of harm or loss.



There are three reasons why a HIRA is a critical component of a disaster management program:

- 1) It identifies which hazards pose the greatest risk and that are most likely to occur;
- 2) Allows for the creation of exercises, training programs, and risk-based response plans based on the most likely scenarios;
- 3) Saves time and resources by isolating hazards that cannot occur in the designated area.

## 5.1 Hazard Categories

Hazards are grouped into three representative categories that include but are not limited to the following:

### Natural Hazards:

- Agricultural and Food Emergency
- Drinking Water
- Drought/Low Water
- Earthquake
- Erosion
- Extreme Temperatures:
  - Extreme Heat
  - Extreme Cold
- Flooding:
  - Riverine Flooding
  - Seiche
  - Storm Surge
  - Urban Flooding
- Fog
- Freezing Rain/Ice Storm
- Geomagnetic Storm
- Hail
- Human Health Emergency
- Hurricane
- Lightning
- Plant Disease and Pest Infestation
- Snowstorm/Blizzard
- Space Object Crash
- Tornado
- Windstorm

### Human Caused Hazards:

- Civil Disorder
- Cyber Attack
- Sabotage
- Special Event
- Terrorism/CBRNE
- War and International Disasters

### Technological Hazards:

- Building/Structural Collapse
- Critical Infrastructure Failure
- Dam Failure
- Energy Emergency (Supply)
- Explosion/Fire
- Hazard Materials Incidents/Spills:
  - Fixed Site Incident
  - Transportation Incident
- Nuclear Facility Emergency
- Oil/Natural Gas Emergency
- Radiological Emergency
- Transportation Emergency:
  - Air
  - Marine
  - Rail
  - Road



## **6 Plan Implementation**

### **6.1 Activation Procedure**

#### **Step One: Plan Activation**

Positions with authorization may activate the Plan to respond to any situation (see 2.3).

#### **Step Two: Initial Notification**

The Plan activation authority completes the initial notification to the applicable Incident Management Team (IMT) Commander, applicable Commissioner, and OEM Duty Officer. This involves providing at least a verbal briefing of the situation/incident.

#### **Step Three: MCC/EOC Activation**

The IMT Commander must consider the following when determining the appropriate level of activation (Partial or Full):

- Inadequate site resources?
- Site support or coordination required?
- Declaration of emergency (disaster) required?
- Evacuation alert/order needed?
- Significant information management/media issues present?

The OEM Duty Officer is responsible for activating the virtual emergency operations centre system and preparing the MCC/EOC facility.

The Commissioner, IMT Commander, and OEM Duty Officer should have a discussion as to whether there is a need to recommend that the Head of Council complete a declaration of emergency (see 6.4.4).

#### **Step Four: Risk-Based Team Leadership Notification**

The IMT Commander is responsible for ensuring the activated Command and General Staff are notified.

The Office of Emergency Management is responsible for sending the initial notification email to the City Manager and members of the EMPC.

#### **Step Five: Risk-Based Team Notification**

Section Chiefs are responsible for notifying the activated positions within their Section.

### **6.2 Prevention/Mitigation Phase**

Prevention/mitigation measures are to be taken to eliminate or reduce the impacts and risks of hazards through proactive measures. The mitigation planning allows for short-term and long-term procedures and actions that minimize impacts of a disaster's particular risk, and identifies actions to limit or control the consequences, extent, or severity of an incident that cannot be reasonably prevented.

### **6.3 Preparedness Phase**

Preparedness measures are to be taken to ensure that the City is able to effectively manage the most probable disasters based on the HIRA.

### **6.3.1 Emergency Operations Centre (EOC)/Municipal Command Centre (MCC)**

Section 13 (1) of the **Ontario Regulation 380/04 of the *Emergency Management and Civil Protection Act*** describes that "every municipality shall establish an emergency operations centre to be used by the municipal emergency control group in an emergency."

The CEMC in conjunction with the EMPC shall establish as part of disaster preparedness suitable locations for an EOC, which shall be equipped with the appropriate technological and telecommunications systems to ensure effective response and communication while responding to a large emergency and disasters. The City has designated two sites within the City to serve as an EOC. In the event that a situation grows beyond the capacity of the Municipal Command Centre, or it is adversely affected by the incident, one of the two alternate locations may be utilized.

### **6.3.2 Training and Exercises**

The Emergency Management Program is mandated to include training and exercise programs for employees and other persons with respect to the provision of necessary services and the procedures to be followed during response and recovery activities.

### **6.3.3 Public Education**

The Emergency Management Program is mandated to include public education on the probable hazards the community may experience and ways to prepare. This includes the following:

- Promoting and providing emergency preparedness messaging to City staff, stakeholders, and the general public
- Emergency management training for City staff, stakeholders, and the general public
- Integrating City staff, stakeholders, and the general public in emergency exercises, either physically or through awareness campaigns, media releases, etc.

## **6.4 Response Phase**

Once an incident occurs, the Plan and any associated support documents to the Plan may be activated (see 2.3).

### **6.4.1 Incident Complexity & Monitoring Levels**

The level of operational response of the City MCC or EOC will depend upon the complexity of the incident and the appropriate type and level of staffing required for monitoring, response, and/or recovery activities. Assistance and augmentation from other levels of government will be requested as circumstances dictate.

# City of Mississauga Disaster Management Plan

## Incident Complexity

Incident Complexity determines incident response personnel responsibilities. The City's IMS Program reflects the following five levels of complexity:	
TYPE 5	<ul style="list-style-type: none"> <li>Command and general staff positions (other than the incident commander) are not activated.</li> <li>A Type 5 IMT utilizes one or two single resources with up to six personnel.</li> <li>No written IAP is required.</li> <li>The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene.</li> <li>Examples include a vehicle fire, an injured person, or a police traffic stop.</li> </ul>
TYPE 4	<ul style="list-style-type: none"> <li>Command staff and general staff functions are activated only if needed.</li> <li>A Type 4 IMT utilizes several resources to mitigate the incident, i.e., task force or strike team.</li> <li>The incident is usually limited to one operational period in the control phase.</li> <li>The lead agency may have briefings and ensure complexity analysis and delegation of authority is updated.</li> <li>No written IAP is required but a documented operational briefing required for all incoming resources.</li> <li>The role of the IMT includes operational plans including objectives and priorities.</li> </ul>
TYPE 3	<ul style="list-style-type: none"> <li>Some or all of the command and general staff positions may be activated, as well as division/group supervisor and/or unit leader level positions.</li> <li>A Type 3 IMT utilizes a significant number of resources until containment/control is achieved.</li> <li>When incident needs exceed first responder responsibilities, the appropriate MCC/EOC IMT positions should be added to match the complexity of the incident.</li> <li>A written IAP may be required for each operational period (multiple).</li> <li>Examples include explosions with evacuations lasting a significant duration, i.e. weeks, months</li> </ul>
TYPE 2	<ul style="list-style-type: none"> <li>Most or all of the command and general staff positions are filled and many of the functional units are needed and staffed. This type of incident extends beyond local capabilities.</li> <li>A Type 2 IMT utilizes resources out of area to effectively manage the operations, command, and general staffing.</li> <li>A written IAP is required for each operational period (multiple).</li> <li>Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500.</li> <li>The lead agency is responsible for the incident complexity analysis, briefings, and delegation of authority.</li> </ul>
TYPE 1	<ul style="list-style-type: none"> <li>All command and general staff positions are filled. Branches need to be established.</li> <li>Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000.</li> <li>A Type 1 IMT utilizes national resources for safe and effective management and operation. This type of incident is the most complex.</li> <li>A written incident action plan (IAP) is required for each operational period.</li> <li>The agency administrator will have briefings, and ensure that the complexity analysis and delegation of authority are updated.</li> <li>There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.</li> <li>Example: nuclear emergency</li> </ul>

### Monitoring Levels

Due to the threat of an incident developing or the potential for an incident to change in severity over time, there are four different operational monitoring levels: Routine, Enhanced, Partial Activation, and Full Activation.

ROUTINE MONITORING	
<p>At this operational response level, the OEM continually monitors the City and other jurisdictions for potential or actual incidents or disasters from the Municipal Command Centre.</p> <p>During routine monitoring, business as usual continues however staff may proactively issue warnings, alerts and other public messaging as necessary.</p> <p>Examples of some of the activities that may occur during routine monitoring include:</p> <ul style="list-style-type: none"> <li>• Ongoing review of notifications from various stakeholders such as Peel Region, Environment Canada, Conservation Authorities, etc.</li> <li>• notify divisions, programs and stakeholders as necessary</li> <li>• Promote awareness &amp; distribute preparedness material for the prevention and or mitigation of damage caused by the potential risk(s) to the community being monitored, i.e. flooding.</li> </ul>	
ENHANCED MONITORING	
<p>At this operational response level, the Office of Emergency Management (OEM) staff will continually assess a developing situation from the Municipal Command Centre (MCC).</p> <p>Examples of activities that may occur during Enhanced Monitoring include:</p> <ul style="list-style-type: none"> <li>• preparing briefing material for the Command Staff, IMT, and/or Policy Group members, as appropriate</li> <li>• monitor &amp; assess situation(s) for possible further escalation or de-escalation</li> <li>• coordinate risk-based teams and other City staff to attend and support activities</li> <li>• designate and establish facilities to coordinate support for the incident</li> <li>• suspend or re-prioritize some routine City programs/activities</li> <li>• maintain active public messaging through various messaging channels</li> <li>• notify and update appropriate Departments &amp; Programs and external stakeholders, as required</li> </ul> <p>Enhanced Monitoring may also be adopted in situations where jurisdictions outside of the City are actively responding to a situation, an impending situation, or recovering from an emergency event. This includes events where the Region of Peel – Regional Emergency Management Team or the Ontario Office of the Fire Marshal and Emergency Management may be leading or assisting in emergency operations elsewhere in Peel Region or the Province of Ontario.</p>	
ACTIVATIONS	
PARTIAL	
<p>The EOC/MCC is staffed only by General Staff and members of the Incident Management Team, including external agency representation as required to meet the operational needs of the incident. All lead and support agencies are notified. A partial activation is primarily for simple incidents.</p>	
FULL	
<p>The EOC/MCC is staffed by the Command and General staff of the IMT as well as external agencies and stakeholders, as needed. General staff may activate the subsections of the IMS (see 7.4). All lead and support agencies are notified. A full activation is typical for a complex incident.</p>	

## 6.5 Evacuations

An evacuation is defined as the immediate and urgent movement of people away from the threat or actual occurrence of a hazard. Examples range from the small scale evacuation of a building due to a fire to the large scale evacuation because of a flood, explosion or approaching weather system. In situations involving hazardous materials or possible contamination, evacuees may be decontaminated prior to being transported out of the contaminated area.

### 6.5.1 Types of Evacuations

**Precautionary Evacuation** occurs when it is recommended to evacuate within a certain parameter usually a building or a block until the initial situation is contained. This is a short term evacuation.

**Mandatory Evacuation** takes place when it is determined by the EOC Command Staff 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 hrs). This level of evacuation which is recommended by the appropriate authorities having jurisdiction (fire, health, police, etc.) are guided by the Municipal Evacuation Plan.

### 6.5.2 Types of Temporary Accommodation

#### Assembly Point

An assembly point is a short term location where people can assemble for registration, family reunification and/or transportation to another location. It will be established either by the Site Commander or the MCC/EOC, if there is no incident site. Assembly points need to be near the evacuation area so these points will be identified as a first objective following the call for an evacuation. Due to the uncertain nature of incidents that trigger evacuations, the evacuees may be able to return directly to their residence or place of employment from the assembly point once it is safe to do so. Assembly points are typically well-known landmarks that have the capacity to handle large numbers of people, have bus access, and an indoor sheltering area. Assembly points should be properly controlled to ensure that

- people do not return to the disaster area
- transportation out of the area flows freely and effectively
- personnel can receive updates on the situation

For incidents of longer duration, these assembly points can serve as collection points to longer-term sheltering facilities.

#### Cooling Centre

A cooling center is a short term facility that operates when temperatures or a combination of humidex and temperature become dangerous to vulnerable persons. Their purpose is the prevention of death and injury related to exposure to the elements. This may include acute trauma from heat injuries. Cooling centers seek to prevent heat strokes, the risk for which is aggravated by factors such as age, alcohol consumption, and homelessness.

#### Evacuation Area

This is the designated evacuation zone the people or property are being moved from to avoid danger.



### **Shelter**

Shelter is a post-disaster shelter where evacuees live temporarily when they cannot live in their previous residence. They include access to washrooms, showers, food, food preparation areas, bedding, cots, medicine, clothing, etc. Shelter facilities are structures or buildings normally used for another purpose, such as an arena, community centre, church, or school. Shelters are often referred to as group lodging or commercial lodging.

### **Reception Centre**

A Reception Centre (RC) is a site where evacuees are received, and from which Emergency Social Services (ESS) are administered and provided. The Red Cross usually provides these services. It may consist of one or more than one building. The Reception Centre Manager (RCM), is responsible for the overall organisation and operation of the Reception Centre.

### **Warming Centre**

A warming center is a short term facility that operates when temperatures or a combination of precipitation, wind chill, wind and temperature become dangerous to vulnerable individuals. Their primary purpose is the prevention of death and injury related to exposure to the elements. This may include acute trauma from falling objects such as trees, or cold weather injury to extremities due to frostbite. Warming centers seek to prevent hypothermia, the risk for which is aggravated by factors such as age, alcohol consumption, and homelessness.

### **6.5.3 Emergency Detour Routes**

Emergency Detour Routes (EDR) are pre-determined routes to help residents bypass an emergency road closure on a provincial highway and minimize delays in their travel. The purpose is to divert/detour traffic in the event of a road closure. Signs marked "EDR" along with an arrow are also placed along the designated detour route. These signs are used to guide motorists along the designated route to bypass the road closure. Routes are developed by Peel Region in consultation with the City of Mississauga and the Ministry of Transportation (MTO).

## **6.6 Recovery Phase**

The last phase of an incident is the recovery phase, the most complex and involves many partners and stakeholders. This phase focuses on activities that will enable both the City and the community to return to normal daily operations as soon as possible following a disaster. Recovery involves the cleanup, repair and financial assistance needed to return an area back to pre-disaster conditions.

The City and its partners will have a number of tasks to undertake during the recovery, depending on the severity of the incident, in which the process could take days, weeks, months, or even years. The more Mississauga residents are prepared the quicker they can recover.

The EOC Director and/or Incident Management Team Commander may activate the recovery phase as appropriate. It is possible to undertake response and recovery measures simultaneously, as it can be difficult to precisely define where one phase begins and where the other ends.

The task of the Incident Management Team in this phase of the Plan is to work with the appropriate internal and external agencies, depending on the nature of the emergency to take actions to meet the recovery objectives. The Incident Management Team will provide direction and coordinate activities addressing the recovery of the City and those affected in the community.

### **6.6.1 Recovery Services**

Recovery services or functions are meant to be permanent, require planning, and may incur significant costs for the City. There are many stakeholders involved recovery, including all levels of government, utility companies, the business community, political leadership, non-profit organizations, community activists, and residents. Each group plays a role in determining how the recovery will progress. Recovery services include but are not limited to the following:

- Damage Assessments
- Security/Policing
- Human Services (Emergency Social Services)
- Health Services
- Animal Services
- Building Inspections
- Utility Restoration
- Debris Management
- Volunteers and Donations
- Communications (Public Information)

### **6.6.2 Debriefing, Reporting, and Implementing Lessons Learned**

Debriefing following a significant incident is an important process for the City to engage in, as it is a valuable form of capturing views from all stakeholders involved in the incident; and explores their experiences from different viewpoints, and provides diverse perspectives on the same operation.

The City may choose to facilitate one or more debriefing sessions, depending on the nature and scale of the incident. Following the debriefing sessions, an After-Action Report and Corrective Action Plan is developed to capture the feedback that was gained from debriefs, and to have a record of the feedback provided that took place during the response and the recovery phases.

The After-Action Report (AAR) and Corrective Action Plan captures the lessons learned from the incident, and is a driving force to implement the recommendations for improvement that were given during the entire post-disaster debriefing. Implementing lessons learned is an opportunity to review and update disaster management plans and other supporting documentation owned by the City. The City also takes the opportunity to revisit partnerships with stakeholders, to ensure open and effective communication will take place for the next event.

The disaster management process is cyclical in nature and constant review and revision of support documents to the Plan are undertaken to ensure the effective and efficient response to incidents, and to safeguard and protect the life, property, environment, and economy of this growing and thriving City.

## 6.7 Continuity of Operations

The City must focus on both the disaster as well as continuity of operations and may take appropriate actions that enable it to protect, sustain, and potentially expand the continued delivery of its critical services.

### 6.7.1 Utilities and Critical Infrastructure

The *Emergency Management and Civil Protection Act* require every municipality to identify its critical infrastructure that is at risk of being affected by disasters. Critical infrastructure is defined by Ontario as:

*Interdependent, interactive, interconnected networks of institutions, services, systems and processes that meet vital human needs, sustain the economy, protect public health, safety and security, and maintain continuity of and confidence in government.*

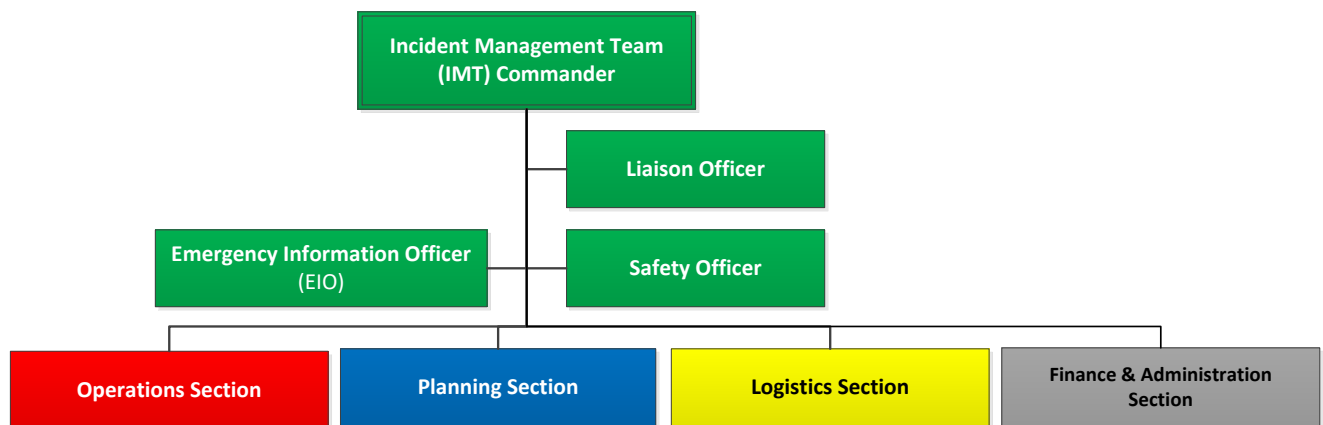
In other words, critical infrastructure is assets or systems essential to life safety, economy, and/or the functioning of government.

The City works with utility/critical infrastructure owners (Alectra Utilities, Enbridge, Peel Region, etc.) to identify and prioritize critical infrastructure throughout the City. Should any critical infrastructure be affected, plans/strategies are implemented to ensure the disruption to customers is minimal.

## 7 Incident Management System (IMS)

Mississauga's IMT can be called together in whole or in part with or without a declaration of an emergency (disaster). The City utilizes the Incident Management System (IMS) which is a standardized approach to disaster management, built on international recommended practices, and designed to reflect the unique needs of municipalities across Ontario.

IMS is predicated on the understanding that in any and every incident, there are certain management functions that must be carried out regardless of the number of persons who are available or involved in the emergency response. The key IMS management functions are: Command (Green), Operations (Red), Planning (Blue), Logistics (Yellow), and Finance & Administration (Grey); and is organized as illustrated in the figure below.



The key benefit for the City is that it allows for interoperability in the event that an incident is cross-jurisdictional and the City needs to connect with the EOC's of neighbouring municipalities, the upper-tier municipality (Peel Region), other levels of government, or external agencies. Furthermore, operating under IMS guidelines will result in the adoption of common terminologies between all agencies, and allow all responders to communicate more effectively to manage the incident. The City has pre-assigned employees, along with alternates, into each section of the IMS structure, and roles and responsibilities of all sections have been pre-determined, but remain flexible, depending on the nature of the incident.

## **8 Emergency Declaration and Termination**

An Emergency declaration promotes a sense of urgency to residents regarding the severity of an incident and demonstrates that the City has recognized that it is a serious event. An emergency (disaster) declaration should be made if the City must take any extra-ordinary actions to protect the life, health, safety, and property of the residents and to formally engage the powers of the Emergency Management and Civil Protection Act, as required.

### **8.1 Actions Prior to Declaration of an Emergency (Disaster)**

When a disaster exists, but has not been declared to exist under the EMCPA, City employees may take such action(s) under this Plan as may be necessary to protect the lives and property of the residents and business of the City of Mississauga. It should be stressed that in any potential, imminent, or actual incident, members of the MCEG/IMT may be placed on standby or called together to make decisions without a formal declaration of emergency (disaster). A formal declaration is not required to use municipal resources to manage and mitigate the effects of a disaster situation.

### **8.2 Local Municipal Emergency (Disaster)**

The Mayor or designate of the City of Mississauga, as the Head of Council, has the authority to declare an emergency (disaster) to exist within the boundaries of the municipality. Any decision to declare an emergency will be done in consultation with the MCEG/IMT.

### **8.3 Regional Emergency (Disaster)**

Emergencies/disasters are the responsibility of the local municipalities. The following circumstances may warrant a Declaration of Emergency (Disaster) from the Region of Peel:

- The incident is beyond the capability of a local municipality and/or crosses boundaries of, or impacts a large part of two or more municipalities;
- The Mayor of the local municipality requests the Region to lead or coordinate the response; or
- The Provincial Chief Medical Officer of Health issues an Order under The Health Protection and Promotion Act (HPPA) that has wide reaching implications for the Region.

### **8.4 Notification of Emergency (Disaster)**

The Declaration of Emergency (Disaster) shall be set out in a Critical Support Document to ensure that the declaration is immediately communicated to:

- Solicitor General of Ontario through The Office of the Fire Marshal and Emergency Management (OFMEM);
- Members of Council for the City of Mississauga;
- Peel Region Community Emergency Management Coordinator (CEMC);
- Neighbouring municipal officials, as required;
- Local Members of the Provincial Parliament (MPP), as required;
- Local Members of the Federal Parliament (MP), as required;
- Local media, as required; and



- The public, as required

## **8.5 Termination of Emergency (Disaster)**

Once the situation has scaled down to a manageable incident, has ended, or progressed significantly in the Recovery Phase, the following officials may terminate the declaration of emergency at any time:

- The Head of Council, in consultation with the Municipal Emergency Control Group/Incident Management Team; and
- The Premier of Ontario

Upon termination of the Declaration of Emergency, the Mayor will coordinate with the Municipal Emergency Control Group/Incident Management Team to notify the:

- Solicitor General of Ontario through The Office of the Fire Marshal and Emergency Management (OFMEM);
- Members of Council for the City of Mississauga;
- Peel Region Community Emergency Management Coordinator (CEMC);
- Neighbouring municipal officials, as required;
- Local Members of the Provincial Parliament (MPP), as required;
- Local Members of the Federal Parliament (MP), as required;
- Local media, as required; and
- The public

## **9 Primary Roles and Responsibilities**

Clear roles and responsibilities are necessary to support an effective, efficient, coordinated incident response. The next sections provide an overview of the roles and responsibilities of individuals, committees, agencies or government organizations that have a role to play in the event of a disaster.

### **9.1 Mississauga Residents**

Disasters can happen at any time and occur anywhere, sometimes without warning. They can force the residents of Mississauga to evacuate their neighbourhood or confine them to their home or workplace (Shelter-in-Place). It can leave residents without basic services such as water, gas, electricity, or telephone service. Residents have a responsibility to themselves and their families to take the necessary steps to be prepared for disasters.

It is important that individuals and families prepare to take care of themselves by having a home disaster preparedness kit readily available. A complete list of items for a Kit can be found at [www.mississauga.ca](http://www.mississauga.ca) or by contacting the Office of Emergency Management.

### **9.2 Mississauga Businesses**

Businesses of all sizes require a plan which helps them think through the issues that can disrupt their business, plan steps to limit the effects from identified hazards, and identify critical processes or operations to remain open after a disaster. Many businesses fail to back-up

important documents such as legal information, key customer contacts, financial records, etc. in a secondary location. Self-employed business owners often keep these records at home and if their personal residence is affected it will also affect their business.

It is important that business prepare a business continuity plan. A Business Continuity Plan is a plan that recognizes the threats and risks facing a business, with the intention of protecting personnel and assets in the event of a disruption. Creating a business continuity plan involves identifying potential risks, determining how those risks could impact operations, implementing procedures to mitigate those risks, testing these procedures, and continually reviewing the process to ensure it is up to date.

### **9.3 Other Stakeholders (e.g. Hospitals, Utilities, NGO's, etc.)**

Organizations from across the City of Mississauga and beyond may have roles in support of the City's response to a large emergency or disaster. These organizations have a responsibility to ensure they are prepared for large emergencies and/or disasters and to ensure they have the necessary plans, policies, and procedures to support preparations for, response to, and recovery from an incident.

Additionally, they have a responsibility to provide the City's Office of Emergency Management with a copy of their current emergency/disaster management plan, contacts, and any other supporting documents. They should also ensure they have the most recent copy of this Plan and any other materials necessary to support their organizations involvement in an incident.

### **9.4 City Employees**

Every employee of the City is expected to read and familiarize themselves with this Plan along with their own department/divisional support documents. It is imperative for staff to be aware that in the event of a disaster in Mississauga, it is not "business as usual". City employees are often in the position to be the first to know about an incident and should report incidents to the OEM. City employees may be required to assist in providing support and carrying out all lawful direction of the EOC to the best of their ability.

During an incident City employees are expected to direct all media inquiries concerning any aspect of the incident to the City's Emergency Information Officer (Director of Strategic Communication or designate) to ensure that all information released to the media and public is consistent, accurate and approved. Employees are not to issue unauthorized comments or media releases.

Designated senior City staff should ensure that they receive training in disaster management and the Incident Management System provided through the Office of Emergency Management.

### **9.5 The Mayor**

The *Emergency Management and Civil Protection Act* provide the Mayor with the authority to:

*"Declare that an emergency exists in the municipality or in any part thereof and may take such action and make such orders as he or she considers necessary and are not contrary to law to*

*implement the emergency plan of the municipality and to protect property and the health, safety and welfare of the inhabitants of the emergency area.”*

Pursuant to the Act, the Mayor of Mississauga has the responsibility for declaring & terminating a disaster and notifying the Minister of Community Safety and Correctional Services of these actions through Office of the Fire Marshall and Emergency Management. In addition to this role, the Mayor also has the role as:

- The designated official spokesperson for the City,
- The liaison between the EOC/MCC and City Councillors, MPPs & MPs, and
- The leader of the Policy Group

## 9.6 Elected Officials

When there is an incident, residents will turn to the City's elected officials for guidance and reassurance. Actions and statements by elected officials will influence the public response to a situation as well as public perception about how the municipality is handling it.

Elected officials affect the outcome of an incident and therefore participate in the emergency management system and know how to best communicate with citizens before, during, and after a disaster occurs.

Elected officials should have:

- individual and family plans in place,
- maintain a current list of contacts and phone numbers, and
- attend disaster management training for elected officials.

Elected officials may face the issue of being evacuated from their own neighbourhood during an emergency. Only by staying safe can officials help others. Elected officials should follow directives to evacuate or shelter-in-place.

Regardless of the type of hazard, elected officials have a productive communication and response role by using the following policy under the Plan:

- Questions from the public should be documented for the MCC/EOC and then referred to the 311 Citizen's Contact Centre, which will be operational during an incident and in constant contact with the MCC or Emergency Operations Centre.
- Elected officials, when receiving calls from their constituents, can compile issues and concerns to share with the Mayor that will be passed on to the EOC Director/IMT Commander and Emergency Information Officer (EIO) to assist in providing future media releases with pertinent information for Mississauga's residents.
- The official spokesperson for Mississauga is the Mayor, or designate. If calls from the media are received by a Councillor then the information should be forwarded to Strategic Communications/Emergency Information Officer (EIO) and they will follow-up with the media to ensure consistent messaging is provided through the Mayor to media outlets.

- When the EOC/MCC is activated, it is important to note that information should not be posted on websites and social media that has not been approved for release by the EOC Director or IMT Commander.

## 9.7 Incident Management Team

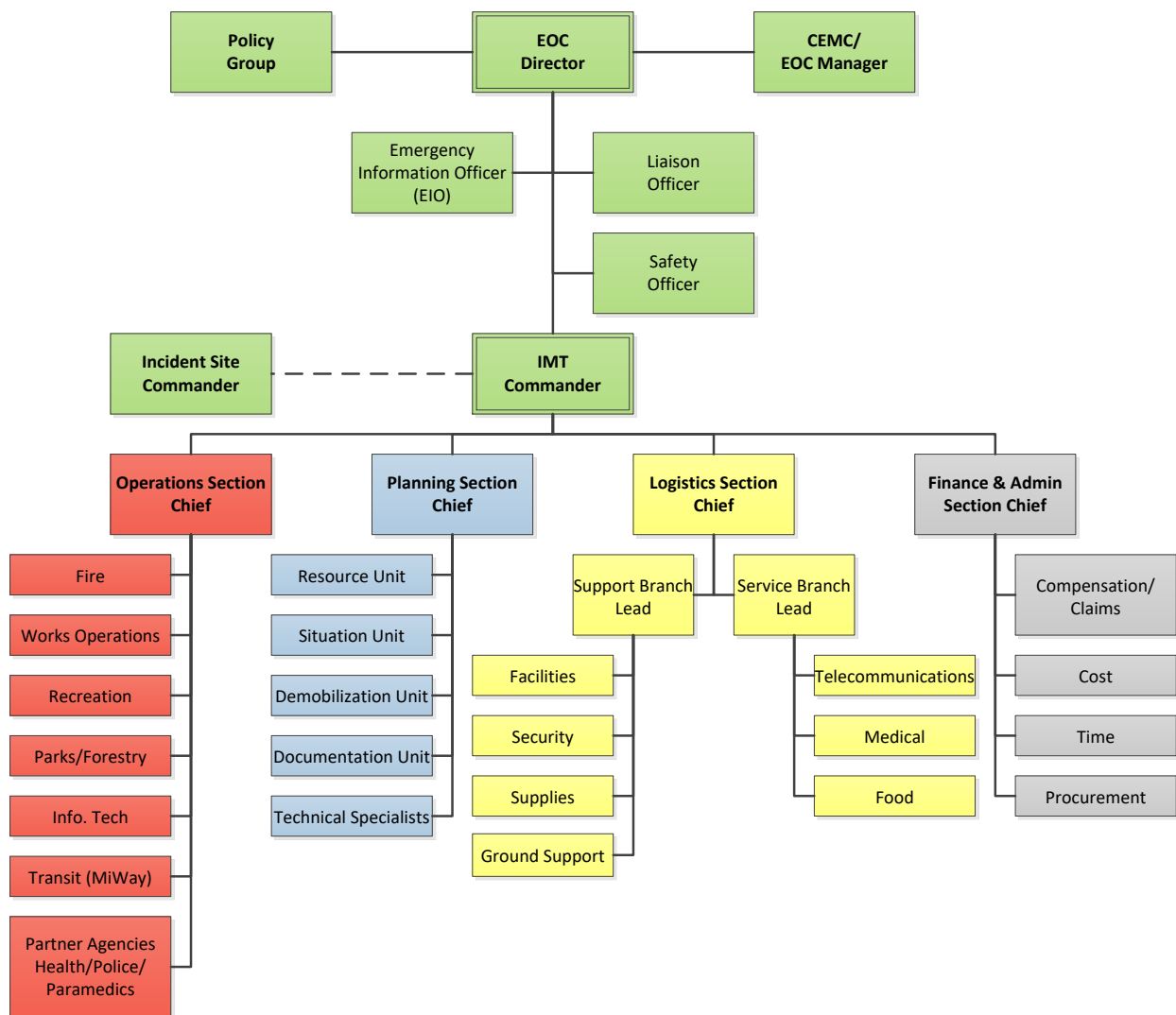
The Command Staff (EOC Director, IMT Commander, Liaison Officer, Safety Officer, and Emergency Information Officer), General Staff, and the Incident Management Team (IMT) are responsible for providing coordination and the necessary support during an incident, in order to minimize the effects. To be equipped and ready to manage an incident, the Command & General Staff and Incident Management Team (IMT) shall complete annual disaster-related training and conduct an annual exercise of a simulated disaster to promote readiness to direct Mississauga's response in any incident.

The Policy Group, Command & General Staff, and members of the Incident Management Team (IMT) share responsibility for ensuring the continuity of municipal operations during an incident.

In response to an incident, the Command & General Staff and Incident Management Team (IMT) members as well as representatives from external organizations (e.g. Peel Region, Conservation Authorities, Greater Toronto Airports Authority (GTAA), CP & CN Rail, Metrolinx, Alectra Utilities, Enbridge, Chemical companies, Salvation Army, Red Cross, etc.) as deemed necessary, will assemble at the Municipal Command Centre (MCC)/Emergency Operation Centre (EOC) for the purpose of providing support and/or managing the incident, depending on the nature and scale of it.

The general organization of the EOC/MCC, and roles and responsibilities within the IMS structure for a full activation are shown in the following chart. Specific roles and responsibilities for each of the positions in the Incident Management System chart can be found in *Ontario IMS Roles and Responsibilities Checklists* document.

## City of Mississauga Disaster Management Plan



## 10 Requests for Assistance

### 10.1 General

Mutual Assistance Agreements enable municipalities, in advance of an incident, to set the terms & conditions of the assistance which may be requested or provided. Both the City requesting and providing assistance is therefore not required to negotiate the basic terms and conditions under stressful conditions and may request, offer, and receive assistance according to predetermined and mutually agreeable relationships.

### 10.2 Assistance from the Region

When an incident during planned (i.e. sporting events) and/or unplanned event reaches beyond the boundaries of the City, it may become necessary for inter-jurisdictional collaboration, and require coordination with other municipalities and/or Peel Region.



Peel Region may provide assistance to the City without requiring implementation of the Region of Peel Emergency Plan. In the event that the situation is related to health, or other issues that are of regional jurisdiction, Peel Region may declare an emergency (disaster), without a municipal declaration. The City may provide support to the Region in this instance.

### **10.3 Assistance from the Provincial Government**

The Ontario Office of the Fire Marshal and Emergency Management supports municipalities and ministries in implementing their disaster management programs by providing them with advice, assistance, guidelines, training, and other tools.

During disasters, the Premier and Cabinet may declare a provincial emergency (disaster) and make special emergency orders to protect public safety.

Under the *Emergency Management and Civil Protection Act*, the provincial and municipal governments have been given mutually supporting roles in disaster management, each level developing disaster management programs that address priority risks falling within their respective areas of jurisdiction.

To support municipalities during incidents, the Province maintains an extensive disaster management capacity that is coordinated through the Provincial Emergency Operations Centre (PEOC).

### **10.4 Assistance from the Federal Government**

If the province requires specialized or large-scale assistance from the federal government, it will be requested through Provincial Emergency Operations Centre (PEOC).

## **11 Plan Maintenance and Revision**

The Office of Emergency Management (OEM) shall be responsible for the maintenance, review, and distribution of the Plan. Any proposals for amendments to the Plan should be submitted to OEM directly for review by the Emergency Management Program Committee. The Office of Emergency have the ability to make administrative changes to this Plan however, all significant and/or structural changes must be approved by Council.

In accordance with the Act, the Plan shall be reviewed on an annual basis, and if necessary, revised. The By-law associated with the Plan shall be reviewed and updated as required.

### **11.1 Risk-Based Response Plans**

Each City Department, Division, or Section with a critical service or support function will contribute as appropriate to each applicable risk-based response plan, i.e., flooding, severe winter weather, etc. Each the City's risk-based response plans are dynamic documents and as such as continually reviewed and updated. All updates should be submitted to the Emergency Management Program Committee through the Office of Emergency Management.

### **11.2 Critical Support Documents**

Each City Department, Division, or Section with a critical service or support function will contribute to the Critical Support Documents, i.e., alerting procedures, contact lists, etc. Critical Support Documents are updated immediately upon a change and updates sent to the Office of Emergency Management.

### **11.3 Business Continuity, Disaster Recovery, and Crisis Management Plans**

Each City Department, Division, or Section with a critical service or support function will contribute as appropriate to each applicable Business Continuity, Disaster Recovery, or Crisis Management Plan.

### **11.4 Testing of the Disaster Management Plan**

The Plan will be tested in whole or in part at a minimum of once per year in accordance with the Act. It is the responsibility of the CEMC to organize and implement the testing of this plan.

Testing of Risk-Based Response Plans, Business Continuity Management/Continuity of Operations Plans, Disaster Recovery Plan, Crisis Management Plans, and Critical Support Documents may be done separately or in conjunction with this Plan.