

City of Greater Sudbury

Basic Emergency Response Plan

For Public Release

January 27, 2009

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1.0 Introduction

By order of the Province of Ontario, the City of Greater Sudbury was created on January 1st, 2001 through the amalgamation of seven municipalities. It is the largest municipality in Ontario, based on total geographic area and its population is approximately 157,000. Including the 330 lakes, the total area of the City is 3,627 square kilometres. The City of Greater Sudbury (CGS) serves as the regional capital of Northeastern Ontario. Located 390 kilometres north of Toronto, 290 kilometres east of Sault Ste. Marie and 483 kilometres northwest of Ottawa, the CGS occupies a central location in Ontario at the convergence of two major highways – Highways 69 and 17 (Trans-Canada Highway).

The City is considered a rail service “hub” site, connecting rail lines across Ontario and Canada. All materials travelling between western Canada and southern Ontario or eastern Canada via road or rail, pass through the City of Greater Sudbury.

The Sudbury region is one of Canada's richest mining areas. This elliptical feature known as the Sudbury Basin is believed to have been formed by a meteorite impact nearly two billion years ago. Nickel and copper ore has been mined for more than a century from more than 90 mines distributed around the rim of the Basin. Exploration for nickel, copper and palladium group metals in the Sudbury Basin is growing to unprecedented levels, helping to ensure the industry's future in Sudbury. Greater Sudbury's mining cluster is the biggest of its kind in Canada and it has been increasing employment for Sudbury at an annual rate of 10% over the last several years.

As part of the City's hazards identification and risk assessment process, the City of Greater Sudbury has determined that the community is vulnerable to numerous hazards. These can be human caused such as terrorism, technological such as those involving hazardous materials, infrastructure disruption that could involve utility and power failures, and natural hazards such as weather.

The City of Greater Sudbury's Emergency Response Plan establishes the framework to ensure that the City is prepared to deal with any of these hazards. It is the methodology through which the City will mobilize its resources in the event of an emergency, thereby restoring the municipality to a state of normalcy. It is designed to ensure that all agencies, which may become involved in an emergency, are fully aware of their respective roles and responsibilities during an emergency.

THE BASIC EMERGENCY RESPONSE PLAN

Additionally, the Emergency Response Plan:

- outlines the process to ensure the earliest possible coordinated response to an emergency,
- describes the human and physical resources available to the City, and
- recognizes that additional expertise and resources can be called upon, when required.

The Emergency Response Plan does not guarantee an efficient, effective response to an emergency. It must be utilized as a tool to assist the City of Greater Sudbury's departments, officials and employees in their emergency response activities. The Plan is flexible enough to adapt to a broad spectrum of disasters, however the process assumes that:

- adequate personnel, equipment and expertise exist within the responding agencies
- the participating agencies are familiar with the contents of the Plan
- the City is aware of the available resources from neighbouring municipalities and the private sector
- the Plan is tested on a regular basis
- the Plan is reviewed following incidents or exercises

The Basic Emergency Response Plan outlines how the City's agencies will respond to, recover from, and mitigate the impact of a disaster. The Emergency Preparedness Cycle describes the overall process of preparing for and responding to an emergency.

Operating Procedures, which consist of stand-alone supporting documents, describe department-specific policies and procedures. These procedures are not contained within this document.

2.0 Purpose

The aim of the City of Greater Sudbury's Emergency Response Plan is to provide the framework within which extraordinary arrangements and measures can be taken to protect the health, safety, and welfare of the residents of and visitors to the City of Greater Sudbury when faced with an emergency.

The Plan unifies the efforts of City Departments by outlining a comprehensive and effective approach for responding to and reducing the impact of a public emergency. It is intended to increase the emergency response capability of the City of Greater Sudbury by establishing a plan of action to efficiently and effectively deploy municipal services.

3.0 Scope

An emergency may result from an existing danger or it may be a threat of an impending situation abnormally affecting property or the health, safety and welfare of our community. Its nature and magnitude requires a controlled and coordinated response by a number of agencies, both government and private, under the direction of the Community Control Group. The response is distinct from routine operations carried out by emergency services personnel (e.g., fire-fighting, emergency medical services, police activities).

There are three major categories of hazards that may pose a threat to the City of Greater Sudbury:

- **Natural Events**
Severe weather, floods, blizzards, tornadoes, food or human health emergencies.
- **Human-caused Events and Accidental Hazards**
Incidents intended to do harm to public safety and security, civil disorder, wars, bomb threats, improvised explosive devices and improvised dispersal devices. Chemical, biological, radiological and/or nuclear agents may be used on their own, or in combination with these devices.
- **Technological & Infrastructure Disruptions**
Incidents involving hazardous materials, utility and power failures, transportation accidents, aircraft crashes, water supply failures, building or structural collapse, critical resource shortages, or computer-related incidents.

4.0 Legal Authorities

The *Emergency Management and Civil Protection Act* is the legislation under which the City of Greater Sudbury, its employees and agents are authorized to respond to an emergency.

4.1 *Emergency Management and Civil Protection Act, Province of Ontario*¹

Section 2.1 of the Act requires municipalities to develop and implement an emergency management program and adopt it as a by-law. An emergency management program must consist of:

- (i) an emergency plan
- (ii) training programs and exercises for employees of the City of Greater Sudbury and other persons with respect to the provision of required services and procedures to be followed in emergency response and recovery activities
- (iii) public education on risks to public safety and on public preparedness for emergencies; and
- (iv) any other element required by regulations for emergency management programs that may be developed by the Ministry of Community Safety and Correctional Services

In developing the Emergency Response Plan, the City of Greater Sudbury has identified various hazards and assessed the risk to the community. As well, the City has identified facilities and other elements of critical infrastructure that are at risk of being affected by emergencies.

Consistent with the requirements under the Act, the City of Greater Sudbury:

- conducts training programs and exercises to ensure the readiness of the City's employees and other persons expected to respond under the Emergency Response Plan
- reviews and revises its emergency plan annually, at the end of the calendar year

¹ Province of Ontario, 1990

<http://www.canlii.org/on/laws/sta/e-9/20041104/whole.html>

5.0 Planning Assumptions

- During normal operations, routine or minor emergencies are within the response capabilities of the City and its departments. For these situations, the City of Greater Sudbury has minimal need for provincial or federal assistance. A major public emergency is any emergency that will likely strain the City's capabilities and require a broad range of assistance. A catastrophic disaster will require massive provincial and federal assistance.
- A public emergency in the City may occur with little or no warning, and may escalate more rapidly than our emergency response divisions can manage.
- A public emergency may cause injury, fatalities, property loss, and disruption of normal support systems. A large number of casualties, heavy damage to buildings or basic infrastructure, and disruption of essential public services may overwhelm the capabilities of the City to meet the needs of the situation.
- Achieving and maintaining effective citizen and community preparedness reduces the immediate demands on response organizations. Public awareness and education programs are required to ensure citizens will take appropriate advance actions to reduce their vulnerability, especially during the first 72 hours after a public emergency.
- The City will use available resources before requesting provincial/federal assistance. When the City's resources are overwhelmed, the additional resources will be requested through mutual assistance with neighbouring municipalities and through requests to the provincial/federal government.
- The Emergency Operations Centre (EOC) will be activated and staffed by the City's designated Community Control Group. Activation levels range from low ("on alert") to medium ("monitoring") to high ("full activation").
- The Members of the Community Control Group will be required to respond on short notice to provide timely and effective assistance.
- Each agency and volunteer organization will document and seek reimbursement, as appropriate, for expenses incurred during public emergency operations.

- Each agency will participate in the development of Operational Support Function plans and procedures, training opportunities, and exercises in order to achieve and maintain a high state of readiness.

6.0 Greater Sudbury Emergency Management Advisory Panel

The role of the Greater Sudbury Emergency Management Advisory Panel is to provide advice on the development, implementation and maintenance of the Community's Emergency Management Program.

6.1 Composition

The Greater Sudbury Emergency Management Advisory Panel has representation from local organizations, industries, and municipal and provincial governments. Its mandate is to provide guidance and advice to the City's Emergency Services Division related to Emergency Management initiatives within the City of Greater Sudbury. Its goal is to ensure that the City of Greater Sudbury is as much of a "disaster resilient" community as possible.

7.0 Community Control Group

The Community Control Group (CCG) is responsible for overseeing and managing large scale emergencies in the City of Greater Sudbury. Its primary responsibility is to provide executive leadership required for the City to meet its municipal responsibility related to the *Emergency Management and Civil Protection Act*.

The CCG is generally responsible for initiation, coordination and implementation of response plans for all departments, agencies and local boards under the jurisdiction of City Council.

During an emergency, the CCG is collectively responsible for the direction and coordination of emergency response operations within the City of Greater Sudbury in order to save lives, reduce suffering, sustain health and morale, minimize property damage, maintain and restore utilities and essential services; in general, to neutralize the effects of the emergency and effect rehabilitation.

The City of Greater Sudbury's Community Control Group provides the City with an effective vehicle to develop and maintain a comprehensive Emergency Management Program, as defined within the *Emergency Management and Civil Protection Act*.

- mitigation, preparedness, response & recovery
- support of emergency operations at the site(s)
- overall management of operations
- risk identification, critical infrastructure protection
- immediate effective response to an emergency
- mobilization of all municipal, voluntary, and other agencies required
- prevention of further injury, loss of life, property damage
- alternate accommodation for evacuated persons
- establishment of an information centre for the public and news media
- procurement of essential resources
- restoration of utilities and other essential services
- rehabilitation

7.1 Composition of the Community Control Group

- Mayor, City of Greater Sudbury
- C.A.O., City of Greater Sudbury
- Chief Financial Officer & Treasurer, City of Greater Sudbury
- Chief of Emergency Services, City of Greater Sudbury
- General Manager, Infrastructure, City of Greater Sudbury
- General Manager, Growth and Development, City of Greater Sudbury
- General Manager, Community Development, City of Greater Sudbury
- Executive Director, Administrative Services, City of Greater Sudbury
- Director, Human Resources & Organizational Development, City of Greater Sudbury
- Chief of Police, Greater Sudbury Police Services
- Deputy Chief of Emergency Services, Greater Sudbury Emergency Medical Services
- Chief of Fire, Greater Sudbury Fire Services
- Community Emergency Management Coordinator, Greater Sudbury Emergency Services
- Medical Officer of Health, Sudbury District Health Unit
- Manager of Corporate Communications and French Language Services, City of Greater Sudbury

THE BASIC EMERGENCY RESPONSE PLAN

Depending on the nature of the emergency, external agencies not normally a part of the Community Control Group, may be asked to send a representative to join the CCG. These organizations may include, but are not limited to:

- Nickel District Conservation Authority
- Greater Sudbury Utilities
- Sudbury Regional Hospital
- Provincial Representatives, such as EMO Community Officer
- Search and Rescue
- Ontario Provincial Police
- ARES (Amateur Radio)
- Canadian Forces
- Any other officials, experts or representatives deemed necessary

7.2 Responsibilities

The Sudbury Community Control Group is responsible for emergency management in the City of Greater Sudbury. During an emergency, this group is collectively responsible for the direction and coordination of emergency response operations within the City of Greater Sudbury in order to save lives, reduce suffering, sustain health and morale, minimize property damage, maintain and restore utilities and essential services; in general, to neutralize the effects of the emergency and effect rehabilitation.

Control Group Responsibilities:

- Coordination of all aspects of the emergency on behalf of the corporation.
- Calling out and mobilizing their respective departments and resources.
- Coordinating and directing their department and ensuring that any action necessary to mitigate the emergency are taken within legal boundaries.
- Advising the Mayor as to whether the declaration, or termination, of an emergency is recommended.

THE BASIC EMERGENCY RESPONSE PLAN

- Ensuring support to the emergency site(s) by offering equipment, staff and resources through the site commander, as required.
- Arranging for services and equipment from local agencies or providers not under the City of Greater Sudbury's control (i.e. private contractors, industry, volunteers, service clubs).
- Ensuring timely and consistent messages are provided to all staff and media.
- Notifying, requesting assistance from, and/or liaising with local municipalities and other levels of government.
- Determining the need to establish advisory or working groups or sub-committees for any aspect of the emergency.
- Authorizing the expenditure of money required to deal with the emergency.
- Maintaining a log outlining decisions made and actions taken relative to their organization and operations.
- Participating in debriefings and reporting out after emergency events, real or simulated.

The Community Control Group will be notified through the Emergency Notification Process. The CCG can be activated when emergency site personnel determine an emergency situation represents a threat which is beyond the ability of the agencies normally designated to handle such an emergency, or the emergency is of such a type as to threaten the well-being of the City of Greater Sudbury in large parts or as a whole.

During an emergency, the Community Control Group has the authority and responsibility to activate, coordinate, direct and otherwise bring about the implementation of the Emergency Response Plan, pursuant to the extent of the duties and powers conferred upon it by law.

8.0 Concept of Operations

8.1 General

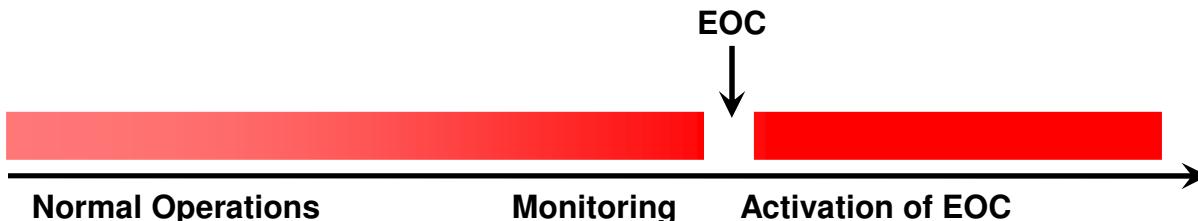
Police, Fire, and Emergency Medical Services handle many emergencies that occur on a day-to-day basis. As the magnitude of a public emergency increases, so will the requirement for non-traditional support from within the City. In the event that City resources and capabilities are exceeded, the City may call upon neighbouring municipalities to provide mutual assistance. The City may also call upon the provincial government to provide supplemental financial or physical resources necessary to deal with the overall impacts of the public emergency.

The City's Emergency Services Division will be adopting the principle of the "Ontario's Incident Management System". The Incident Management System will provide a common framework with which all agencies, organizations and departments can operate. Adopting a common framework will ensure efficiencies through the application of consistent policies and procedures. The City's Emergency Management Program continues to be developed to reflect the goal of Ontario's Incident Management System, which is to provide a simple, flexible, and consistent structure and process to manage all incidents at all levels of government and response, regardless of cause, size, location, complexity or duration. The system will allow incidents to be managed cohesively within and among emergency response organizations, non-government organizations (NGO's), and the private sector.

8.2 Operational Levels

The Emergency Management Section has adopted three operational levels to identify the level of municipal Emergency Management functioning and activity:

- Normal Operations
- Monitoring
- Activation



Once notified, the duty staff of the Emergency Services Division makes an initial determination of the operation level for an event. As information about an incident is gathered and the situation is better understood, the level may be modified.

Normal Operations

Normal Operations consists of the daily operations that agencies must carry out, in the absence of an emergency situation, to ensure readiness. During the course of normal operations agencies should be engaging in preparedness training, and exercise activities to ensure continual readiness. Operations plans should be reviewed and equipment should be checked to ensure everything is ready to go, should the need arise.

Monitoring

Monitoring indicates the potential for an event that could threaten life, property, or the environment. This indicates highly probable hazardous conditions and a strong potential for property damage, or loss of life. The Emergency Operations Centre is staffed with Emergency Management Section personnel and the selected Community Control Group (CCG) representatives. During this operational stage, the full committee may be called in to attend the Emergency Operations Centre in anticipation of an Emergency Operation Centre/Emergency Plan activation.

Activation

Activation indicates the escalation of an event to require the full operations of the Emergency Operations Centre. It indicates extremely hazardous conditions that are imminent or occurring. All members of the Community Control Group (CCG) are notified. The Emergency Operations Centre may be partially or fully activated, depending upon the conditions of the emergency. It will be staffed by the Emergency Management Section and other affected departments, agencies and stakeholders until such time as the Community Control Group determines to either scale back or stand-down Emergency Operations Centre operations.

8.3 Operational Support Functions

Notifications

The notification function details the process in which members of the Community Control Group (CCG) are notified of an emergency situation. Upon indication of an imminent or actual public emergency, the Emergency Management Section will initiate the notification of key personnel and agencies as outlined in the notification protocol.

Emergency Operations Centre Operations

Emergency Operations Centre Operations outline the procedures and functions involved in Emergency Operations Centre activation and operation. The function of this facility is to support site operations. It is the location from which City authorities coordinate the management of the City's response.

Incident Management System (IMS)

The Incident Management System (IMS) is a model for the command, control and coordination of emergency response, used by individual organizations within the City working towards the common goal of stabilizing the incident and protecting life, property and the environment. It brings order to the management of varied resources, available and required, during an emergency response.

Emergency Information

Corporate Communications and French Language Services provides coordination for the media relations and community information function to expedite the City's ability to help citizens react and recover from the effects of a public emergency. This function supports City agencies during and after a public emergency in gathering and disseminating information. These operations outline the development and delivery of critical information to the media outlets, city staff, Council members, businesses and residents, both during and immediately following an emergency.

8.4 Hazard Identification and Risk Assessment

The Emergency Management Section has identified and assessed the various hazards and risks to public safety that could give rise to emergencies and has identified facilities and other elements of the infrastructure that are at risk of being affected by emergencies. They can generally be grouped into three categories:

- Natural Events are events such as severe weather, floods, blizzards, tornadoes, food or human health emergencies.
- Human - caused Events and Accidental Hazards are incidents intended to do harm to public safety and security, civil disorder, wars, bomb threats, improvised explosive devices and improvised dispersal devices. Chemical, biological, radiological and/or nuclear agents may be used on their own, or in combination with these devices.
- Technological & Infrastructure Disruptions are incidents involving hazardous materials, utility and power failures, transportation accidents, aircraft crashes, water supply failures, building or structural collapse, critical resource shortages, or computer-related incidents.

Emergency Management Ontario (EMO) provides a template based on probability and consequence for communities to use for measuring risk. The City of Greater Sudbury Emergency Services Division expanded these to include frequency ("How often has the event happened in the past?") and response capability. The City of Greater Sudbury is one of the larger urban centres in Ontario that does not have an urban neighbor within one hour of travel time. Recognizing that external resources are not immediately available, response capability becomes a variable that must be considered when prioritizing risk in the community.

The City of Greater Sudbury's Emergency Response Plan has been created based on the order of these risks. The Hazard Identification and Risk Assessment (HIRA) Process included assessing:

1. Frequency

Ranked from 1 (low occurrence rate) to 4 (high occurrence)

Thirty years of data from Environment Canada and expert opinion was used to determine the **frequency of occurrence** of each risk, in the Sudbury area. A ranking of "4" indicates that the data shows that the City has experienced an occurrence of a specific event type within the past five years. The lowest score of "1" indicates that no data exists that indicates that an occurrence of that specific risk had ever been documented or recalled for the Sudbury area.

2. Probability

Ranked from 1 (unlikely) to 3 (likely)

Once again, historical data and expert opinion was used to determine each risk's **probability, or likelihood of occurrence**. Probability is deemed as a likely, possible or unlikely event to occur in the Sudbury area.

3. Consequences

Ranked from 1 (negligible) to 4 (high)

The degree of consequence was determined through expert opinion and consultation. "Negligible" consequence is defined as damage too small to consider. A "high" consequence score reflects a likelihood of severe damage, which may include fatalities and the loss of essential services.

4. Response Capabilities

Ranked from 1 (excellent) to 4 (poor)

Determining the City's response capability involved evaluating human, capital and technological resource capacity, including equipment, personnel, communications, technical support, training, experience and contingency plans. The process also included evaluating the ability of outside agencies to provide support. High marks have been assigned for those emergencies the City will have difficulty responding to because our response capability to these events results in them being a greater risk to the community.

THE BASIC EMERGENCY RESPONSE PLAN

This profile is intended to be a dynamic working blueprint for a risk-based Emergency Management Program based on mitigation/prevention, preparation, response and recovery. The HIRA process is one mechanism used to gather information as part of the planning phase. These risks can be addressed by the development of mitigation strategies, whereby risk can be managed by either reducing the chances of it occurring (probability) and/or reducing the impact (consequences) and/or by improving the response capabilities.

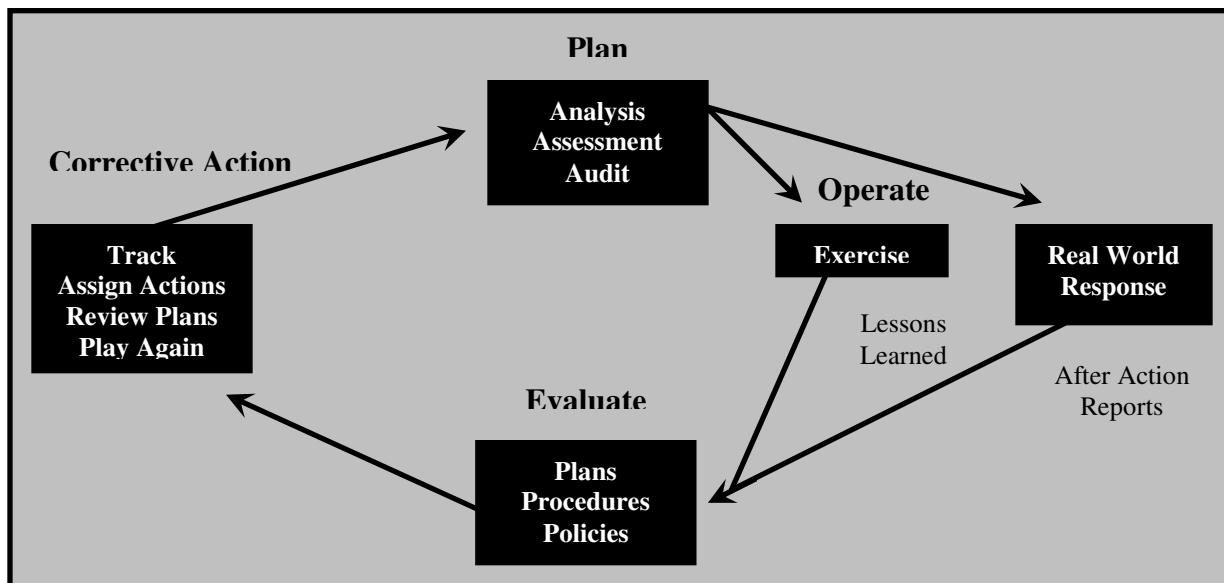
Specific risks include:

- Hazardous Materials Incident
- Air Crash Offsite – Rural
- Energy Emergencies – Hydro
- Air Crash – Onsite Airport
- Extreme Cold
- Explosions or Fire
- Agriculture and Food Emergencies
- Floods
- Ice/Sleet Storms
- Sabotage
- Blizzards
- Terrorism
- Mine Emergencies

The Basic Emergency Response Plan is a requirement of the Essential Level. These risks and hazards will be addressed through the development and implementation of risk-specific joint operational guidelines. Specific risks will be further defined during the City's movement toward "Enhanced and Comprehensive Levels" of preparedness.

9.0 The Emergency Preparedness Cycle

The Emergency Response Plan will be maintained, reviewed, and updated annually. The Emergency Preparedness Cycle includes four phases: Planning, Operations, Evaluation, and Corrective Action.



9.1 Phase 1 – Planning

- The Planning Phase includes activities such as the previously discussed “Hazard Identification and Risk Assessment process”, identification of Critical Infrastructure and execution of disaster exercises. Although disaster exercises are a component of the overall Planning Phase, they are conducted using the same process as a real disaster.
- The Emergency Management Section is responsible for coordinating overall planning under the *Emergency Management and Civil Protection Act*, including review and revision of the Emergency Response Plan, related annexes, and supporting operational procedures. Primary agencies are responsible for taking the lead in

preparing and maintaining their specific Operational Support Functions.

9.2 Phase 2 – Operations

Notification

- Upon indication of an imminent or actual public emergency, the Emergency Management Section will initiate the notification process. This will include contacting key personnel and agencies outlined in the Emergency Notification Alerting Process. Based on the nature and potential severity of the event, appropriate and required personnel are provided with key information outlining the scope of the incident.
- Community Control Group members may be requested to convene at the Emergency Operations Centre, depending on the nature and severity of the emergency.

Activation

- With an increase in operations from “Monitoring” to “Activation”, the Emergency Management Section will inform the members of the Community Control Group and will request that they report to the Emergency Operations Centre.
- Agencies are responsible for activation of their individual emergency plans and support networks, if required.
- The Community Control Group will assemble at the Emergency Operations Centre to assist in assessing the impact of the situation, collecting damage information and determining requirements.
- The Community Control Group will brief the Mayor or designate on their assessment of the situation. This information is evaluated to determine if an emergency needs to be declared.
- Under the *Emergency Management and Civil Protection Act*, when an emergency exists, but has not yet been declared to exist, municipal employees may take such action(s) under the Emergency Response Plan as may be required to protect the lives and property of the inhabitants of the City of Greater Sudbury.

Declaration/Termination of an Emergency

- The Mayor or designate may declare that an emergency exists in the municipality or in any part thereof and may take such actions and make such orders as he/she considers necessary and are not contrary to law to implement the City of Greater Sudbury's Emergency Response Plan and to protect the property and the health, safety and welfare of the inhabitants of the emergency area.
- The Mayor shall ensure that the Minister of Community Safety and Correctional Services, and members of Council, are notified forthwith of a declaration of emergency. In addition, the media and the public shall be notified of the emergency as soon as possible.
- The Mayor, or designate, may declare that a City of Greater Sudbury emergency has terminated.
- The Premier of Ontario may at any time declare a provincial emergency, and declare that a provincial or municipal emergency has terminated.

Response Operations

- The City of Greater Sudbury Community Control Group will be located at the Emergency Operations Centre and will assume command and control for coordinating public emergency assistance by identifying needs and priorities.
- The Community Control Group will convene, with other affected members of the community, to address management and policy issues related to the allocation and deployment of City resources.
- Communications staff will conduct briefings for media and staff as appropriate and according to the communications plan.
- Once immediate response missions and lifesaving activities conclude, emergency teams are demobilized and the emphasis shifts from response to recovery operations. During response operations, a demobilization plan is developed.

Initialization of Recovery Operations

- When a centralized coordination presence is no longer required, the City of Greater Sudbury Community Control Group will implement the demobilization plan to transfer responsibilities to recovery assistance programs. Oversight and monitoring will shift back to individual agencies.
- Response agencies will return to a normal state of readiness.

9.3 Phase 3 – Evaluation

- The debriefing component is part of the evaluation phase and will be scheduled within seven (7) days of termination of the event. All agencies and Community Control Group members are expected to participate.

9.4 Phase 4 – Corrective Actions

- Changes to the Emergency Operations Plan will be made based on feedback provided during the evaluation phase.

Once the cycle is complete, it begins again whereby the City will continue to plan for emergency response and recovery based on what was learned through previous exercises and emergency situations.