

By-Law (2023) - 20358
Schedule "F"



City of Guelph
Emergency Response Plan

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1.Introduction

The City of Guelph (the “City”) is vulnerable to numerous hazards. These can be human caused such as a cyber-attack, technological such as those involving hazardous materials, or natural such as severe weather or flooding.

The City’s Emergency Response Plan (the “plan”) establishes the framework that ensures the City is prepared to deal with any of these hazards. It is an important component of an integrated emergency management program, which works within the parameters outlined by the Emergency Management Doctrine for Ontario pertaining to prevention, mitigation, preparedness, response and recovery.

The City has developed this emergency response plan in accordance with the Emergency Management and Civil Protection Act, RSO 1990.

1.1 Purpose

The purpose of the Plan during an emergency is to facilitate the effective coordination of human and physical resources, services and activities necessary to:

1. Protect and preserve life and property,
2. Minimize and/or mitigate the effects of the emergency on the residents and physical infrastructure of the City, and
3. Quickly and efficiently enable the recovery and return of normal services.

The Plan also makes provision for the efficient administration, coordination and implementation of extraordinary arrangements and response measures taken by the City to protect the health, safety and welfare of the residents of the City during any emergency by:

1. Identifying the governance structure for emergency response within the City,
2. Identifying roles and responsibilities required in mitigating, preparing for, responding to and recovering from emergencies and disasters,
3. Identifying standard response goals for emergency response operations and decision making, and
4. Providing for a coordinated response by the municipality and partner agencies in managing emergencies.

1.2 Legal Authorities

The legislation under which the municipality and its employees are authorized to respond to an emergency are:

- The Emergency Management and Civil Protection Act, R.S.O. 1990, Chapter E.9, as amended (the "Act")
- Ontario Regulation 380/04
- The City's Emergency Management Program and Plan By-Law (2023) - 20358

1.3 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)]

1.4 Emergency Definition

Emergencies are distinct from the normal daily operations carried out by municipal first response agencies and City services. The Act defines an emergency as:

"A situation or an 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 whether intentional or otherwise."

1.5 Municipal Emergency Control Group

The Municipal Emergency Control Group (MECG) is comprised of persons holding the following positions:

1. Head of Council - Mayor
2. Chief Administrative Officer
3. Deputy CAO Public Services
4. Deputy CAO Corporate Services
5. Deputy CAO Infrastructure, Development and Enterprise Services
6. Chief – Guelph Police Services
7. Chief – Guelph Fire Services

8. Chief – Guelph-Wellington Paramedic Services
9. Community Emergency Management Coordinator
10. Any other officials, experts or representatives from within the organization or private sector as deemed necessary by the Municipal Emergency Control Group may be appointed to the group on an as needed basis.

The primary responsibility of the Municipal Emergency Control Group (MECG) is to provide for the overall management and coordination of site support activities and consequence management issues. It is the responsibility of the MECG to ensure that response priorities are established, and that planning and response activities are coordinated between the Emergency Operations Centre (EOC), emergency site and partner agencies.

1.6 Emergency Management Program Committee

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 every Emergency Management Program consist of:

- An emergency plan
- Training programs and emergency exercises for the municipality and partners
- Public Education on risks to public safety that could prompt an emergency
- An assessment of various hazards and risks to public safety
- Any other element required by the standards for emergency management programs set under Section 14 of the Act

1.7 Head of Council

The head of council of a municipality (HOC) is the Mayor or designate.

Under section 4 of the Emergency Management and Civil Protection Act, R.S.O. 1990, c. E.9 (the "Act"), the **head of council** of a municipality **may**:

11. **Declare** that an emergency exists in the municipality or in any part thereof; and
12. **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.

When a municipal emergency is declared, the head of the municipality is given the power to make any emergency orders that are not “contrary to law”.

2. Concept of Operations

First responders and municipal departments manage many emergencies that occur on a day-to-day basis. As the magnitude of an emergency increases, so will the requirement for additional support from within the City. The MECG may elect to request for additional assistance. Information on requesting assistance can be found in Section 5 of this plan.

2.1 Response Goals

The following response goals are applied to all emergency situations. In order of priority they are:

1. Provide for the health and safety of all responders,
2. Save lives,
3. Reduce suffering,
4. Protect public health,
5. Protect critical infrastructure,
6. Protect property,
7. Protect the environment, and
8. Reduce economic and social losses.

The City has adopted Ontario's Incident Management System (IMS) for emergency response and management. IMS is flexible and can be used in any size or type of emergency.

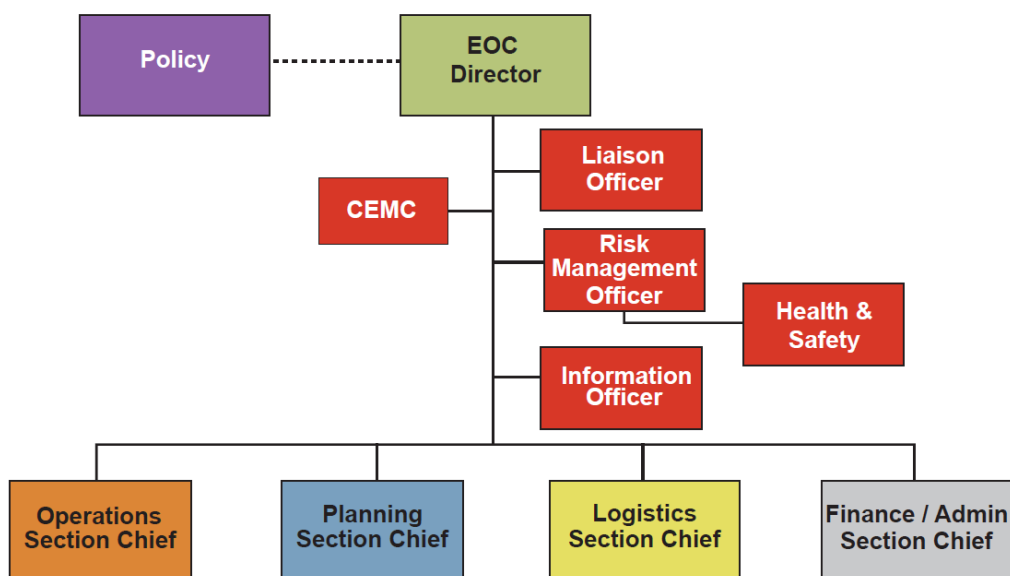
2.2 Incident Management System

The Province of Ontario developed the Incident Management System (IMS) Doctrine as a standardized approach to emergency management that was built on international best practices and designed to reflect the unique needs of municipalities across Ontario.

IMS encompasses all the areas that are needed for managing an emergency, including personnel, facilities, equipment, procedures, communications, and operating within a common organizational structure. 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 management functions

are: Command (Green/Red), Operations (Orange), Planning (Blue), Logistics (Yellow), and Finance (Grey). These functions are organized as illustrated in Figure 1 below.

Figure 1: EOC Partial Activation Organization Chart



2.3 IMS Section Responsibilities:

The general roles and responsibilities of the IMS sections are as follows:

Command:

The Command section is responsible for decisions that give strategic direction to the overall response to the event. The positions highlighted in red are considered Command staff and support the incident with risk management, communications, health and safety, Emergency Operations Centre and liaising with partners and government agencies.

Policy:

The purpose of the Policy Group is to provide a structure to allow for advice and assistance with Council in order to make the best informed decisions regarding the emergency situation.

Operations:

The Operations section will provide minute-by-minute support to emergency responders in the field. Operations is in contact with staff in the field to ensure they have the information about the emergency, that requests for supplies, equipment, or personnel are processed, and that there is coordination between the agencies involved.

Planning:

The Planning section will be responsible for gathering, analyzing and evaluating the situational information from the emergency in order to develop recommendations on an appropriate Incident Action Plan (IAP), to be approved by Command. This section also provides periodic predictions on the potential disruptions and impacts of the emergency.

Logistics:

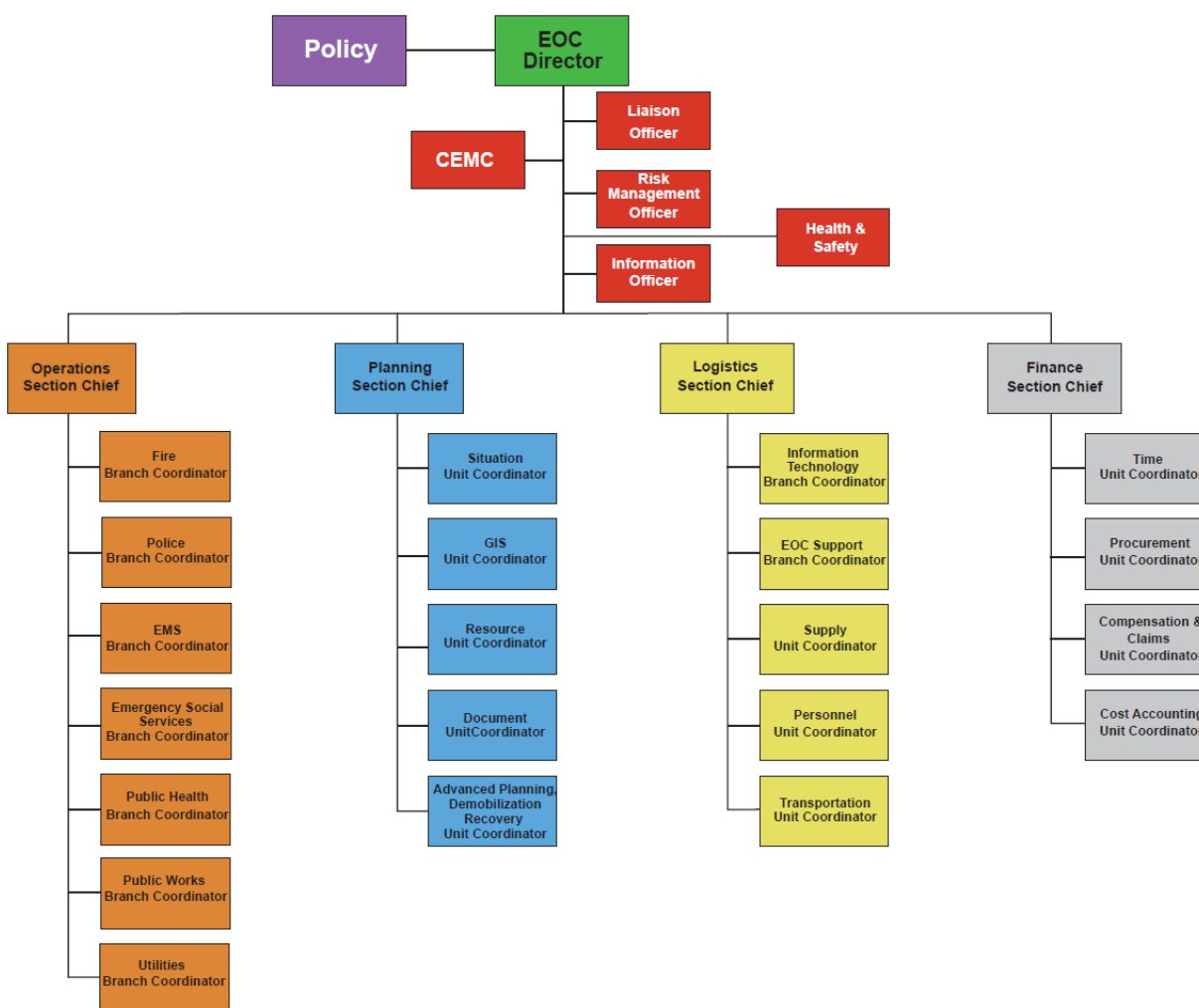
The Logistics section is primarily responsible for locating and acquiring all the necessary personnel, equipment, and material items needed by the municipality to manage the emergency.

Finance:

The Finance section is responsible for the financial management of the operations, which includes tracking all expenses and preparing claims where possible.

These functions can be expanded or contracted to meet the requirements as the event progresses. Figure 2 below shows an expanded organizational response which would likely be used during a large-scale emergency.

Figure 2: EOC Full Activation Organizational Chart



The City has created an EOC IMS Handbook in Appendix 6 which contains further information on the IMS system including roles and responsibilities, position descriptions, and forms.

2.4 Site Response

The emergency responders at the site or sites of the emergency provide tactical response to the emergency as they attempt to mitigate its effects and bring the emergency under control.

2.5 Corporate Response

The MECG provides for the overall management and coordination of site support activities and consequence management.

The MECG is responsible for:

- Notifying response agencies and coordinating the activities of the various municipal services and organizations which are needed to effectively respond to and recover from the emergency,
- Providing support to the incident commander and site personnel,
- Collecting situational awareness information and prioritizing, evaluating, summarizing it, as well as disseminating and displaying it,
- Establishing priorities based on all the information gathered and developing incident action plans,
- Obtaining, coordinating and managing payment of any additional resources (both personnel and equipment) needed to support the emergency,
- Coordinating all internal and external information including communicating emergency information to the general public, and
- Maintaining the day-to-day activities of the community outside of the emergency area.

2.6 City Council Response

City Council can support the emergency by relaying information to residents, attending community meetings, reassuring residents, and supporting the action taking place in the community. Councillors will follow the leadership of the Mayor and Acting Mayor and liaise back through the Mayor's Office regarding any concerns from within the wards.

3.Implementation

The Plan can be implemented as soon as an emergency occurs, or is expected to occur, which is considered to be of such magnitude as to warrant its implementation. An official declaration of an "emergency" does not have to be made for the Plan to be implemented to protect the lives and property of the inhabitants of the City.

3.1 Internal Notification - Callout

The Chief Administration Officer (CAO) or alternate has the authority to implement the Emergency Response Plan and activate the EOC. Other members of the MCEG can request activation of the Plan and EOC through the CAO.

The City's internal notification system will be used to notify EOC staff members of the activation. In the event of an emergency situation where managing the event will require mobilizing City resources, either the CEMC or any member of the Municipal Emergency

Control Group may request that the CAO or alternate authorize the activation of the Internal Notification procedure. Further information on the Internal Notification process can be found in Appendix 2 – Emergency Notifications.

3.2 External Notification - Emergency

In the event of a confirmed incident or emergency where there is an immediate or imminent threat to life, serious threat to public health, safety and security or substantial damage to property, the CEMC or alternate can request a Broadcast Immediate alert through the Provincial Emergency Operations Centre. The Chief Administration Officer (or their alternates) and the Emergency Services Chiefs have the approving authority for the CEMC to make this request. Other members of the MCEG can request an External Emergency Notification through consultation with the CAO and (or) Emergency Services Chiefs.

Further information on the External Emergency Notification process can be found in Appendix 2 – Emergency Notifications.

3.3 Emergency Operations Centre

The Emergency Operations Centre (EOC) is a location where the MCEG may gather to collectively and collaboratively support emergency response, and manage the consequences of an emergency. The EOC is utilized, where necessary, to centralize and coordinate efforts occurring at the emergency site(s).

There is a primary and alternate location designated as the EOC. In the event of implementation of the Plan for a declared or undeclared emergency, EOC personnel and MCEG will be notified to assemble at one of the designated locations.

The City also has the ability to conduct a virtual EOC using video conferencing software's, shared City network drives and other technology.

3.4 Activation Levels

The City will use a tiered emergency management response structure as a guide before, during and following emergencies. Each level signifies the variation of the impact to the community caused by an emergency. Please see figure 3 for the Levels of Activation Chart.

Figure 3: Levels of Activation Chart

Levels of Activation	Activities
(i) Routine Monitoring	a) Routine incident responded to by police, fire, paramedics b) Consists of normal daily operations that City staff must carry out according to standard operating procedures, policies and/or legislation c) Monitor the City for potential or existing events or emergencies d) Monitor and receive notifications from internal and external agencies for potential incidents throughout the City
(ii) Enhanced Monitoring	e) Situation may be occurring within the City or surrounding area that is being monitored and assessed by Emergency Management f) Situational Awareness is developed and communicated to the MCEG g) Heads-up notifications, situation reports, incident briefings, and incident status summary reports may be completed by the Community Emergency Management Coordinator
(iii) Partial Activation	a) Multiple City resources are being deployed to manage or mitigate the effects of an event b) The CAO may request that selected members of the MCEG (or alternates) and scribes are to report to the EOC c) The selected MCEG may notify selected members of their staff and place them on stand-by d) The City will complete IMS Reports and distribute internally and to select external partners e) Additional resources can be requested from Wellington County or the University of Guelph

Levels of Activation	Activities
(iv) Full Activation	f) Significant City resources are deployed and coordinated in order to manage or mitigate the effects of the event g) The CAO activates the EOC and IMS functions are filled as needed h) All members of the MECG will be activated i) The City will complete IMS Reports and distribute internally and to select external partners j) Additional resources can be requested from Wellington County or the University of Guelph

4. Declaration and Termination of an Emergency

4.1 Prior to a Declaration

When an emergency exists, but has not yet been declared, City employees and first responders may take such action (s) under the authority of this Plan necessary to protect lives and property.

4.2 Declaration of an Emergency

The Mayor or Acting Mayor, as HOC, is responsible for declaring that an emergency exists within the boundaries of the City. In declaring an emergency, the HOC will identify the geographical boundaries of the emergency area. The decision whether to declare an emergency and the designation of geographical boundaries of the emergency area will be made the CAO on the recommendation of the MECG.

The CEMC will ensure that all personnel and supporting agencies concerned are advised of the declaration of the emergency.

In accordance with the EMCPA, the Premier may declare that an emergency exists throughout Ontario or in any part thereof.

4.3 Termination of an Emergency

When it has been determined by the MECG that the emergency should be terminated, the HOC will make an official termination of declared emergency in writing. The Premier of Ontario may also terminate an emergency at any time. The

CEMC will ensure that all personnel and supporting agencies concerned are advised of the termination of the emergency.

5. Requests for Assistance

It is possible that assistance from external support agencies, including other levels of government, with specialized knowledge or expertise may be required by the City to help successfully respond to an emergency. Depending on the nature of the emergency and the assistance required, support agencies may be requested by the City to attend the emergency site(s) and/or EOC to provide assistance, or provide information and advice to the MECG through the Liaison Officer.

Under certain circumstances, the City may be required to request assistance from the County, University, Province, neighbouring municipalities or non-government organizations.

5.1 Mutual Agreements

Fire Mutual Aid Plan: The City and all fire departments within the County have agreed and signed onto a Mutual Aid Plan which allows each of them to request additional fire service resources to assist with response efforts. The Fire Incident Commander at the site of the incident or emergency has the authority to make this request.

Mutual Assistance Agreement: The City of Guelph and County of Wellington have agreed and signed a Mutual Assistance Agreement which allows them to request additional municipal resources from each other to assist with disaster response efforts. The CAO or acting CAO of the City has authority to request assistance or offer to provide assistance under this agreement.

5.2 University of Guelph

When additional supports are required, the CAO of the City has the authority to request assistance from the University of Guelph through the Mutual Aid Agreement.

5.3 Provincial Assistance

When the resources of the City are deemed insufficient to respond to the emergency, the CAO can direct the CEMC to request additional resources from the province. The request for provincial assistance shall not be deemed to be a request

where the Government of the Province of Ontario assumes authority and control of the emergency. These requests for assistance are made through the PEOC.

Provincial Ministries may have certain duties to perform during an emergency. They are assigned by Order in Council 1157/2009 under the authority of the Emergency Management and Civil Protection Act.

5.4 Federal Assistance

Requests for personnel or resources from the federal government are requested through the PEOC which in turn liaises with the Federal Government Operations Centre.

5.5 Supporting Agencies

When additional resources are needed to respond to the emergency, the CAO can authorize to request additional support from non-government organizations.

6. Emergency Social Services

Emergency Social Services in the City are the responsibility of Wellington County who will utilize their own protocols, plans and external agencies as needed to coordinate the response. The City will provide support to both the County and supporting agencies that are working to provide services including: food, clothing, lodging, personal services, transportation, and other services.

7. Evacuation/Shelter-in-Place

Emergency 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. The types of evacuations in the city are:

7.1 Shelter-in-Place

Although this is not considered an evacuation, this occurs when there is threat to safety that exists outside and that emergency authorities are recommending that

residents, business and staff go indoors, close all windows, doors, vents, furnace, air conditioners, exhaust systems and monitor television, radio, and social media for further information.

7.2 Pre-Cautiary Evacuation

Occurs when it is recommended to evacuate within a certain parameter usually a building, block or neighbourhood until the initial situation is contained. This is a short-term evacuation and will be issued by the Guelph Police Service. The Guelph Fire Department, Ontario Provincial Police, Guelph Wellington Paramedic Services or other appropriate authority can request a pre-cautionary evacuation be completed.

7.3 Mandatory Evacuation

Occurs when it is determined by the EOC Director in consultation with the MECG and emergency response personnel that there is an absolute need to evacuate an area, usually on a large-scale, possibly for an extended period of time (i.e. for more than 24 hrs). This level of evacuation which is recommended by the appropriate authorities having jurisdiction (Guelph Police Service, Guelph Fire Department, Guelph Wellington Paramedic Services, Ontario Provincial Police, Province or other appropriate authority).

7.4 Evacuation Centre

Evacuation Centres will be the responsibility of the Wellington County and Red Cross with support from the City. Wellington County will utilize their own protocols and plans to coordinate the response. In consultation with the County, MECG and emergency response personnel the CAO may request activation of an evacuation centre.

8. Review and Maintenance

The Plan will be reviewed annually and, where necessary, revised by the EMPC. The Plan will be revised only by by-law enacted by council; however, formal council approval is not required for:

- a) Changes additions or revisions to the annexes
- b) Editorial changes (i.e. editorial changes to text, section numbering, references, or changes to references to provincial statutes)
- c) Additions or deletions of contact information

It is the responsibility of each City employee or partner agency identified within the Plan to notify the CEMC forthwith of the need for any administrative changes or revisions to the Plan. The CEMC is responsible for maintaining a current confidential contact list for all EOC personnel and support agencies.

8.1 Exercising of the Plan

At least one exercise to simulate an emergency incident will be organized and conducted annually by the City CEMC for the MECG in order to test the overall effectiveness of the Plan. Recommendations arising from the annual exercise will be considered by the CEMC, the MECG, and EMPC for revisions to the Plan.

8.2 Debriefing and Implementing Lessons Learned

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 Improvement Plan should be developed to capture the feedback that was gained from debriefs, and to have a record of everything that took place during the emergency response and the recovery phases. The City may choose to make the After-Action Report and Improvement Plan a public record.

The After-Action Report and Improvement Plan is also a way to capture the lessons learned from the event, and as a driving force to implement the recommendations for improvement that were given during the entire post-emergency review. Implementing lessons learned is an opportunity to review and update emergency plans and other supporting emergency-related documentation owned by the municipality.

The City should also take the opportunity to revisit partnerships with emergency and other community stakeholders, to ensure open and effective communication will take place for the next event.

8.3 Plan Distribution

The Plan will be distributed to the MECG and alternates, EOC staff, and partner organizations and agencies which include the Province, and other agencies that may have a role to play in responding to or providing assistance for emergencies within the City.

The Plan, excluding the appendixes and except for any part respecting continuity of operations and services or containing confidential information, is considered a public document and is available to the public for review on the City's webpage or by request to the City Clerk's Office.

9. Glossary of Terms:

The following terms, used in this document, are identified below:

Term	Meaning
Act	The Emergency Management and Civil Protection Act, R.S.O.1990, c.E.9
EMPC	Emergency Management Program Committee
EOC	Emergency Operations Centre
CAO	Chief Administrative Officer
CEMC	Community Emergency Management Coordinator
City	Corporation of the City of Guelph
County	County of Wellington
HIRA	Hazard Identification and Risk Assessment
HOC	Head of Council
IMS	Incident Management System
MECG	Municipal Emergency Control Group

Term	Meaning
OFMEM	Office of the Fire Marshal and Emergency Management
PEOC	Provincial Emergency Operations Centre