

## SCHEDULE B: EMERGENCY RESPONSE PLAN

### 1. INTRODUCTION

The St. Catharines Emergency Response Plan (the "Plan") is part of the Emergency Management Program for The Corporation of the City of St. Catharines (the "City").

The Plan describes the provisions of services during an emergency, the framework of how the City will respond to, mitigate the impact of and recover from an emergency, and the legal authorities, concept of operations and functional roles and responsibilities.

Capitalized references to officials, officers or other staff by their position in this Plan (e.g. Chief Administrative Officer or CAO) denote officials, officers or staff of the City unless the context requires otherwise.

#### 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; and
- The City's Emergency Management Program By-Law.

#### 1.3 Definition of an Emergency

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 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.'*

#### 1.3 Municipal Emergency Control Group

The Municipal Emergency Control Group is responsible for directing the City's response in an emergency, including the implementation of the Plan.

## **2. CONCEPT OF OPERATIONS**

The City has adopted Ontario's Incident Management System (IMS) for emergency response and management. This IMS can be used in any size or type of emergency to manage response personnel, facilities and equipment. The principles of the IMS include the use of common terminology, modular organization, integrated communications, unified command structure, action planning, manageable span-of-control, pre-designated facilities and comprehensive resource management. The basic functional modules of the IMS, being Command, Operations, Planning, Logistics and Finance & Administration, can be expanded or contracted to meet requirements as an event progresses.

There are multiple response areas to any emergency situation within the City.

### 2.1 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.

### 2.2 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.

### 2.3 Head of Council

The head of council of a municipality (HOC) under the Act has the power to declare that an emergency exists in the municipality and that an emergency has terminated. The HOC for the City is the Mayor during an emergency notification or declared emergency, though may be the Deputy or Acting Mayor for relief of the Mayor in an extended emergency or during any period of absence, inability or refusal of the Mayor to act as HOC or where the Office of Mayor is vacant and, in such circumstances, the Deputy or Acting Mayor shall have all the powers of the HOC set out in the Act and under the Plan for purposes of an emergency situation and declared emergency.

## **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 City of St. Catharines EOC Notification System - (Fan Out)

The members of the Emergency Management Program Committee (EMPC) (or their alternates) have the authority to implement the Plan through the municipal emergency notification system.

### 3.2 City of St. Catharines Emergency Operations Centre

The Emergency Operations Centre (EOC) is a physical location where the MEECG 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 MEECG will be notified to assemble at one of the designated locations.

### 3.3 Tiered Response of Emergencies

The City will use the following four emergency management response tiers as a guide before, during and following emergencies. Each level signifies the variation of the impact to the community caused by an emergency.

#### **Standby – Monitoring Activation of the Municipal Emergency Control Group**

- Routine incident responded to by police / fire / paramedics
- No evacuation is required, and
- Monitored by Fire Chief, Chief Administrative Officer or other key local officials.

#### **Level I – Partial Activation of the Municipal Emergency Control Group**

- Chief Administrative Officer (or alternate) may contact selected members of the MEECG (or their alternates) and a scribe,
- The selected MEECG may notify selected members of their staff and place them on stand-by, and
- The Regional CEMC or alternate may be notified and put on stand-by.

Should the resources of the City be insufficient to control or address the emergency, assistance will be requested from The Regional Municipality of Niagara (the “Region” or “Regional”) by notifying their Chief Administrative Officer or alternate.

#### **Full Activation of Emergency Operations Centre**

- The EOC is established and IMS functions are filled as needed (may include #1, #2 and #3 I.C. Positions depending on degree of emergency),
- The Regional CEMC or alternate will be notified and put on stand-by, and
- The Regional Municipal Emergency Control Group will be notified and may be put on stand-by.

When the resources of the City are deemed insufficient to respond to the emergency, the Mayor or Acting Mayor may request the activation of the Niagara Region Emergency Response Plan through the Regional Chair or Acting Regional Chair.

#### **Regional Emergency**

- The Regional Emergency Operations Centre is established,
- The Regional Emergency Control Group is convened,
- A liaison team selected by the City EOC Director (CAO or alternate) may be sent to the Regional EOC, and
- The City’s EOC will continue to operate as a site for the Regional Emergency Control Group.

- All Regional resources assigned to the City's EOC will check in with City's EOC and will be assigned by the City's EOC Operations Section.

#### **4. DECLARATION AND TERMINATION OF AN EMERGENCY**

##### 4.1 Prior to 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 Deputy 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 on the recommendation of the MECG.

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

Upon declaration of an emergency in the City, the HOC shall ensure:

1. Solicitor General is notified forthwith of such declaration of emergency. This should be done through the Provincial Emergency Operations Centre (PEOC) utilizing the toll free number 1-800-461-2281, and
2. Members of City council.

The following may also be notified of a declaration of emergency:

1. Local Member(s) of Provincial Parliament (MPPs);
2. Local Member(s) of Federal Parliament (MPs);
3. The Regional Chairperson of the Region;
4. Local media;
5. The general public; and
6. Other agencies/stakeholders as deemed necessary due to the nature of the emergency.

##### 4.3 Termination of an Emergency

When it has been determined by the MECG that the emergency should be terminated, the HOC and/or City council will make an official termination of declared emergency in writing. The Premier of Ontario may also terminate an emergency at any time. The EOC Director will ensure that all personnel and supporting agencies concerned are advised of the termination of the emergency.

Upon termination of an emergency in the City, the Mayor will notify:

1. Solicitor General through the PEOC utilizing the toll free number 1-800-461-2281; and
2. Members of City council.

The following may also be notified of a termination of emergency:

1. Local Member(s) of Provincial Parliament (MPPs);
2. Local Member(s) of Federal Parliament (MPs);
3. The Regional Chairperson of the Region;
4. Local media;
5. The general public; and
6. Other agencies/stakeholders as deemed necessary due to the nature 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 MCEG through the Liaison Officer.

Where provincial assistance is required, which is outside of the normal municipal service or service working agreements, the request will be made to Office of the Fire Marshal and Emergency Management (OFMEM) through the PEOC.

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

### **5.1 Support Agencies**

When requested by the MCEG, support agencies will provide requested support in an emergency and such agencies include but are not limited to the following:

- Niagara Regional Police,
- Niagara Regional Emergency Medical Services,
- GO Transit Service,
- Niagara Peninsula Conservation Authority,
- Niagara Health System / St. Catharines Hospital,
- Non-Governmental Organizations (NGOs),
- Ontario Provincial Police (OPP),
- Provincial and Federal Ministries as required,
- the Region,
- School Boards,
- Transit Operators,
- Utility Providers, and
- Representatives from any City municipal service or any other service organization or agency deemed necessary by the MCEG.

## **6. INCIDENT MANAGEMENT SYSTEM**

Based on five key functions that must occur during any emergency situation, the IMS can be used for any size or type of emergency to manage response personnel, facilities, and equipment.

Capitalized terms under this section of the Plan have the same meanings given to such terms under the guidance document for the Ontario Incident Management System published by Emergency Management Ontario of the provincial Ministry of Community Safety and Correctional Services unless the context requires otherwise or a term is already defined under this Plan.

### **6.1 Incident Commander (Site)**

The Incident Commander at a site is responsible for and/or has the authority to:

1. Establish a Unified Command structure for the purpose of information sharing, establishing objectives regarding emergency site management and prioritizing resources where applicable between the responding agency Incident Commanders,
2. Designate an emergency site media coordinator,

3. In consultation with the MECG, implement the strategy established by the MECG at the emergency site(s), if required,
4. Ensure that responding agencies make available the human and material resources that are required at the emergency site,
5. Maintain a communication link with the MECG for the flow of information regarding the management of the emergency site,
6. Maintain a record of events, decisions made and actions taken as Incident Commander,
7. Participate in a debriefing with MECG regarding the emergency, if required, and
8. Assist the CEMC in creating an after action report on the emergency.

## 6.2 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.

### 6.2.1 Municipal Emergency Control Group (MECG)

The primary responsibility of the 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, both between sections within the EOC and between sites and other EOCs.

The EOC Command Staff consists of the following positions:

- EOC Director,
- CEMC or alternate,
- Emergency Information Officer,
- Risk Management, and
- Liaison Officer.

The EOC General Staff may as needed consist of the following positions:

- Operations Section Chief,
- Planning Section Chief,
- Logistics Section Chief, and
- Finance and Administration Section Chief.

### 6.2.2 EOC Director

The EOC Director will:

- Have overall authority and responsibility for the activities of the EOC,
- Set out priorities and objectives in conjunction with the MECG members for each operational period and ensures they are carried out,
- Liaise with the Head of Council and advise whether or not a declaration and termination of an emergency is recommended,
- Designate the geographical boundaries of the emergency area,
- Authorize the extraordinary expenditure of municipal funds during the emergency,
- Confirm the adequacy of the expenditure limits as identified in the purchasing by-law,

- Approve emergency information releases,
- Determine what sections are needed, assign the following section chiefs as appropriate and ensure they are staffing their sections as required:
  - Operations Section Chief,
  - Planning Section Chief,
  - Logistics Section Chief, and
  - Finance Section Chief, and
- Determine which of the following command staff positions are required and ensure they are filled as soon as possible:
  - Emergency Information Officer,
  - Liaison Officer, and
  - Risk Management Officer.

### 6.2.3 Emergency Information Officer

The Emergency Information Officer will:

- Establish and maintain media contacts,
- Prepare news releases and coordinate interviews, news conferences, and/or media briefings,
- Develop public information material and provide messaging for use by customer contact centre and EOC staff,
- Establish communications strategies for internal and external purposes.
- Monitor media and information sources,
- Liaise and coordinate messages with other Information Officers, and
- Ensure public safety information is provided in accessible formats as required by provincial legislation.

### 6.2.4 Risk Management Officer

The Risk Management Officer will:

- Monitor, assess, and recommend modifications to safety conditions in the EOC and halt unsafe operations, as necessary,
- Liaise and provide advice to the site Safety Officer regarding health and safety issues for site personnel, as required,
- Identify liability and loss exposures to personnel and property, and for the municipality,
- Provide advice and assistance on matters related to law and how they may be applicable to the actions of the City during the emergency, and
- Provide advice and assistance on matters related to occupational health and safety regulations for EOC personnel.

### 6.2.5 Liaison Officer

The Liaison Officer will:

- Invite required or request agencies and stakeholders to the EOC, as identified by the EOC Director and MCEG and maintain contact when required,
- Provide input on the strategic direction and advice to the MCEG regarding emergency management issues,
- Liaise with the neighbouring municipal and Regional CEMCs, OFMEM and other provincial and federal representatives as required, and
- In conjunction with the EOC Director, facilitate a debriefing with the EOC personnel and other appropriate agencies or organizations and prepare an After Action Report on the emergency.

### 6.2.6 Operations Section

The Operations Section maintains direct contact with the emergency site(s) and coordinates the overall site support response, in conjunction with other agencies and/or municipal services. The Operations Section is also responsible for gathering current situation information from the site and sharing it with the Planning Section and other MCEG personnel, as appropriate; coordinating resources requested from the site level; and directing deployment of all EOC issued resources to the Incident Commander.

### 6.2.7 Operations Chief

The Operations Chief will:

- Ensure coordination of the Operations function including supervision of the various Branches required to support the emergency event,
- Ensure that operational objectives and assignments identified in EOC Action Plans are carried out effectively,
- Establish the appropriate level of Branch and Unit organizations within the Operations Section, continuously monitoring the effectiveness and modifying accordingly,
- Coordinate information received from any activated documents in the operational area,
- Consult with the Planning Chief to clearly define areas of responsibility between the Operations and Planning Sections,
- Maintain a communications link between Incident Commanders (sites), and the EOC for the purpose of coordinating the overall response, resource requests and event status information,
- Ensure that the Planning Section is provided with Branch Status Reports and Incident Reports,
- Conduct periodic Operations briefings for the EOC Director as required or requested,
- Approve special resource requests and/or obtain the EOC Director's approval of critical and extra-ordinary resources, and
- Supervise the Operations Section.

### 6.2.8 Operations Branch Directors

The Operations Branch Directors will:

- oversee the operations of a particular city municipal service, or sub-service or an outside agency, and
- be responsible for coordinating the activities of their municipal service/agency site personnel and dispatch centre.

Note: Additional Branch staff may be needed, dependent on the size of the emergency event and the support required. Branch Directors may include, but are not limited to:

1. St. Catharines Fire and Emergency Management Services
2. Niagara Regional Police
3. St. Catharines Roads and Parks Maintenance
4. St. Catharines Capital Works
5. St. Catharines Parks and Recreation
6. Niagara Regional EMS

### 6.2.9 Planning Section

The Planning Section will:

- Collect, processes, evaluates and displays situation information,
- Develop EOC Incident Actions Plans in coordination with other functions.
- Track the status of EOC issued resources,
- Maintain all EOC documentation,
- Conduct advance planning activities and make recommendation for action,



- Obtain technical experts for the EOC, as required,
- Plan for EOC demobilization of personnel and resources, and
- Facilitate the transition to the recovery phase.

#### 6.2.10 Logistics Section

The Logistics section will:

- Provide/acquire requested resources including personnel (volunteers may be included), facilities, equipment and supplies,
- Arrange access to technological and telecommunications resources and support,
- Acquire and arrange resources for the transportation of personnel, evacuees and goods, and
- Provide other support services such as arranging for food and lodging for workers within the EOC and other sites.

#### 6.2.11 Finance and Administration Section

The Finance and Administration section will:

- Monitor the expenditure process, and response and recovery costs,
- Coordinate claims and compensation,
- Track and report on personnel time,
- Develop service agreements and/or contracts, and
- Oversee the purchasing processes.

### **7. PLAN 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, administrative or housekeeping changes to the Emergency Management Program and the Plan may be made by the City CEMC in consultation with the City Clerk.

It is the responsibility of each City employee or municipal service identified within the Plan to notify the City Clerk forthwith of the need for any administrative changes or revisions to the Plan. The City Clerk is responsible for maintaining a current confidential contact list for all EOC personnel and support agencies and ensuring the communications division of the City's Fire and Emergency Management Services is notified of any changes to such list.

Each City service owner will designate a staff member to be responsible for creating and maintaining a current confidential contact list for all personnel within their municipal service and of internal and external resources required for use in conjunction with this Plan. The list of internal and external resources required for use in conjunction with this Plan will be forwarded to the City Clerk semi-annually for review.

Each municipal service involved with this Plan will prepare emergency response procedures or guidelines (i.e. municipal service emergency plans) outlining how it will fulfill its own internal responsibilities under this Plan during an emergency.

Each municipal service will designate a member of its staff to review, revise and maintain its own functional emergency response procedures or guidelines on a regular basis.

#### 7.1 Exercising of the Emergency Response Plan

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

## 7.2 Plan Distribution

The Plan will be distributed internally to all municipal departments and services and to partner organizations and agencies, the Province, and bordering municipalities that may have a role to play in responding to or providing assistance for emergencies in the City.

The Plan, except for any part respecting continuity of operations and services, is considered a public document and is available to the public for review or copying during regular business hours at the Clerks Counter at City Hall.