Region of Waterloo

Emergency EMO Management Office

REGIONAL EMERGENCY RESPONSE PLAN

Version Control

Version	Date	Changes	Prepared by	Approved by
1.0	January 24th 2017		Regional Emergency Management Office	A&F Committee
	February 1 2017		Regional Emergency Management Office	Council
1.2	April 18 2018	Integration of Incident Management System	Regional Emergency Management Office	Council
1.3	April 2019	Update By-law numbers	Regional Emergency Management Office	
1.4		Integration of IMS 2.0, new protocols and new IMS positions	Regional Emergency Management Office	

DOCs

The Regional Emergency Response Plan is saved in DOCs, the Region's Electronic Document Management System (EDMS), under #4178443.

Region of Waterloo

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1 Emergency Response Plan Overview

EMCPA Section 1

The Emergency Management and Civil Protection Act (EMCPA) 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, disease or other health risk, an accident or an act whether intentional or otherwise.

Emergencies, by their nature or magnitude, require a coordinated response by a number of organizations, both governmental and private, under the direction of the appropriate elected and senior municipal officials, as distinct from routine operations carried out as normal day-to-day procedures.

Note: Terms used throughout this document are explained in the definitions list in Chapter 10.

1.1 Regional Emergency Management Program

EMCPA Section 2.1 (1-2)

The Region of Waterloo has developed an Emergency Management Program consistent with the requirements of selected best practice benchmark, CSA Z1600 Standard on Emergency Management and Business Continuity Programs, other best practices and recommendations and the applicable mandatory regulations.

EMCPA Section 2.1 (3)

The Program is based on the Regional Hazard and Identification Assessment (HIRA).

1.2 Emergency Response Plan Aim

EMCPA Section 2.1. (2) and 3 (1)

As per the Emergency Management and Civil Protection Act (EMPCA), the Region of Waterloo has formulated an Emergency Response Plan (ERP) which is adopted by Council by By-law 19-028.

The aim of the Region of Waterloo ERP is to outline a plan of action for the efficient deployment, and coordination of the Region's services, organizations and personnel to provide the earliest possible response in order to:

1. Protect and preserve life and property;
2. Maximize emergency response capability and efficiently deploy emergency services;
3. Assist the Local Municipalities as requested and coordinate the actions of all Local Municipalities and agencies affected by the emergency;
4. Minimize the effects of the emergency on the health, safety and welfare of the citizens of and on property and environment in the Waterloo Region; and
5. Restore essential services as quickly as possible.

An official declaration of an emergency is not required for the ERP to be implemented.

1.3 Legal Authorities

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

- The Emergency Management and Civil Protection Act, R.S.O. 1990, c. E.9
- Ontario Regulation 380/04
- By-law 19-028

1.4 Plan Maintenance

The Regional Emergency Management Office (Henceforth referred to as "EMO" within this plan) is responsible for maintaining the Regional ERP.

EMPCA Section 3 (6) and 9 (d); O. Reg. 380/04

The ERP and related plans and protocols are reviewed annually by the Regional Emergency Management Program Committee (EMPC).

Additionally, plans are re-evaluated to ensure currency when any of the following occurs (review cycle):

- Legislative and regulatory changes
- New hazards are identified or existing hazards change
- Resource or organizational structures change
- After exercises
- After disaster/emergency response
- Infrastructural, economic, political changes

- Funding or budget-level changes

It is the responsibility of each person, agency or department named within the ERP to notify the EMO forthwith of any revisions to the ERP and its appendices, including emergency contact information.

1.4.1 Council Approval

EMCPA Section 3 (1)

Where significant portions of the Regional ERP are revised, Regional Council is required to adopt the plan by by-law. Smaller revisions as well as revisions of any appendices may be made by the EMO or EMPC.

1.4.2 Plan Distribution

The main internal distribution method for the ERP is the regional Electronic Document Management System (EDMS), DOCS.

The most current version of the ERP is also available on the emergency management website (www.alertwr.ca).

Each ERP holder is responsible for maintaining the most current version. The EMO will distribute a new version of the ERP directly to all holders. Obsolete versions of the ERP should be shredded.

EMCPA Section 6.2 (1)

As per EMCPA, a copy of the ERP or any revisions will be submitted to Emergency Management Ontario (Treasury Board Secretariat).

1.4.3 Conflict with Lower Tier Plans

EMCPA Section 5

As per EMCPA Section 5, where there is conflict or inconsistency with emergency response plans of other Municipalities within the Waterloo Region, the Regional ERP shall prevail.

1.4.4 Internal Plans and Procedures

Each Regional department or agency involved in the implementation of the Regional ERP is responsible for the development of internal emergency plans, procedures or guidelines outlining how they will fulfil the responsibilities during an emergency as referred to in the ERP.

It is recommended that each Regional department designate a staff member to maintain and revise the departmental emergency response procedures. Regional departmental plans are considered annexes to the Regional ERP.

1.4.5 Public Access to the ERP

EMCPA Section 10

The Regional ERP is available on the Waterloo Region Emergency Management website (www.alertwr.ca). The public may also request to access the plan through Council and Administrative Services during regular business hours.

Appendices and annexes do not form part of the ERP as they may be confidential and provide more detailed relevant information that may require frequent updating, be of a technical nature, or contain sensitive or personal information which could pose a security threat or violate privacy legislation if released.

A copy of all annexes is available at the Regional Emergency Management Office (EMO) and at the Emergency Operations Centre (EOC) for use by the Regional Emergency Control Group (RECG) and support/advisory staff.

1.5 Training

EMPCA Section 3 (5)/ O. Reg. 380/04 Section 12 (3)

Responding personnel are expected to maintain competency with respect to their designated areas of responsibility and assigned tasks. Once assigned a position, ongoing training and exercises (with the aim of maintaining competency) are standard practice. Training and exercises are conducted at all levels of the organization.

See for further training details the Regional Emergency Training Program.

1.6 Exercises

EMPCA Section 3 (5)/ O. Reg. 380/04 Section 12 (6)

The Region of Waterloo maintains an exercise program in order to meet legislative requirements. The EMO is responsible for the development of the exercise program and communicating this to all involved in the implementation of the ERP.

As required by the Act, the Regional ERP will be tested in whole or in part on an annual basis.

1.7 Community versus Corporate Emergency Plans

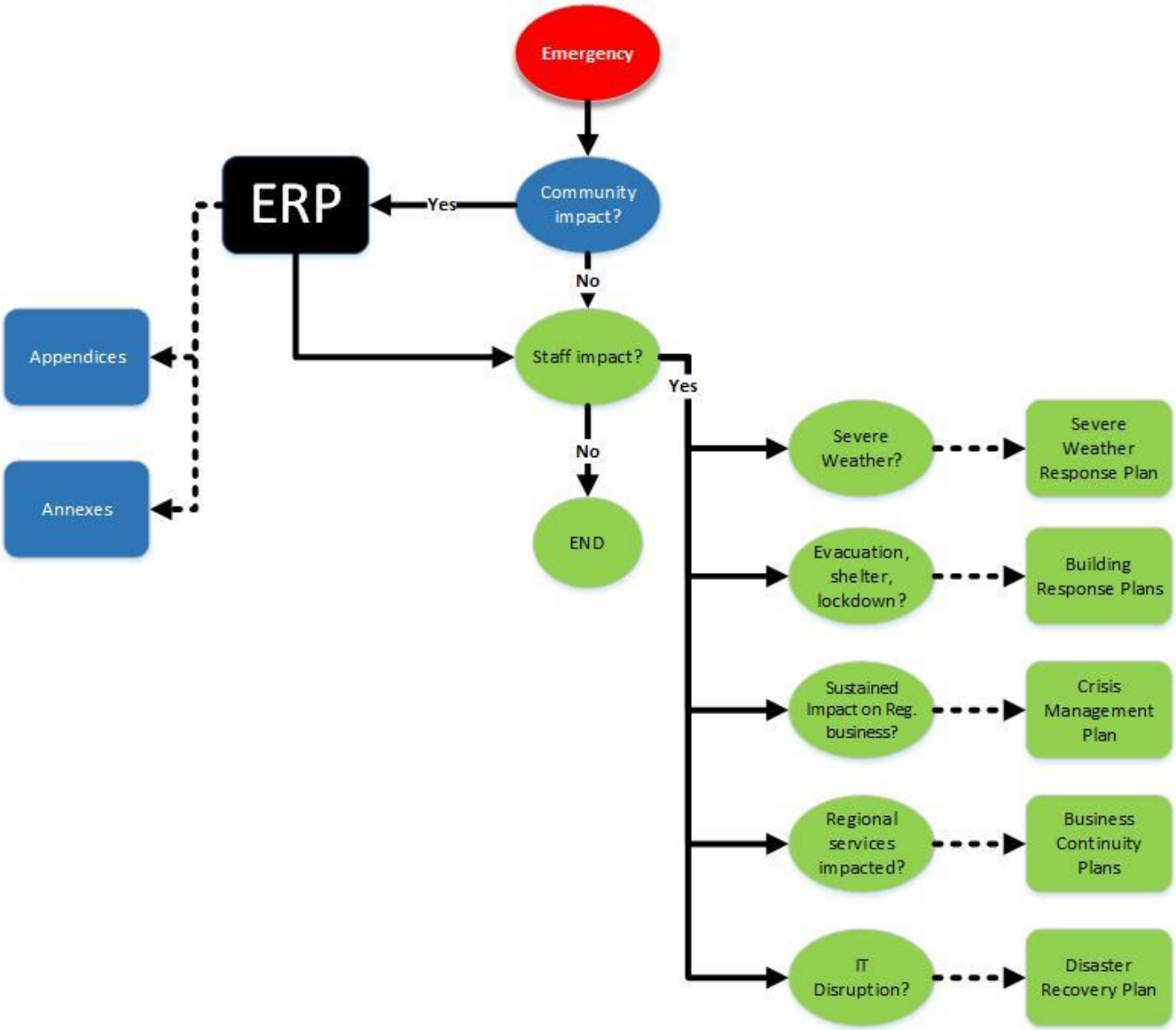

Figure 1: Community versus Corporate Emergency Plans

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2 Incident Management System

The Region of Waterloo has adopted and implemented an Incident Management System (IMS) to direct, control, and coordinate response, continuity, and recovery activities. IMS is an organizational structure that is modular and scalable to fit any size and complexity of incidents. The "toolbox" approach enables responders to choose from a variety of options according to what is most appropriate in varying situations. Components may expand or contract without losing their distinct functions. IMS is a standardized approach to emergency management.

2.1 Incident Management Levels

There are three incident management levels at the Region:

- Site Level
- Emergency Operations Centre
- Regional Emergency Control Group

2.1.1 Site Level

At the site level 'things are getting done'. Roads are being closed, sandbags filled and people are evacuated. At this level emergency responders coordinate within an incident management structure the overall response at the incident.

2.1.2 Emergency Operations Centre

The Emergency Operations Centre (EOC) is supportive of the incident site. In the EOC resources are being arranged for the site, the financial side is being covered and tactics for the response operation are chosen.

2.1.3 Regional Emergency Control Group

The Regional Emergency Control Group (RECG) represents the strategic component of the emergency response within the overall Incident Management System structure. The RECG is responsible for providing overall policy and strategic direction,

setting expenditure limits, approving higher level requests for assistance, ensuring critical business processes continue expeditiously, changing and/or amending bylaws or policies, authorizing declaration and terminating an emergency, providing direction on public information activities and acting as official spokesperson(s).

For further details regarding the RECG, see Chapter 3.

2.1.4 Policy Group

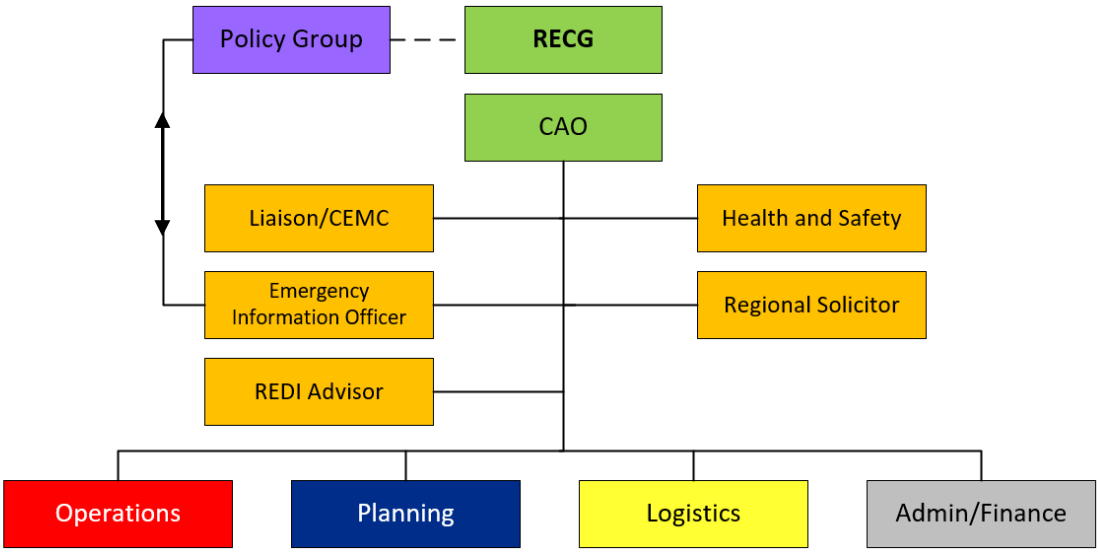
The Policy Group represents the Council component of the emergency response within the overall IMS structure. The Policy Group membership comprises of the Regional Chair. The Policy Group has a dotted line into the RECG.

For further detail regarding the Policy Group, see Chapter 4.

2.2 IMS in the EOC

Figure 2 shows the standard IMS organization of the Region of Waterloo's Emergency Operations Centre (EOC).

Figure 2: Standard Incident Management System Structure



2.2.1 Chief Administrative Officer (CAO) - Command

The CAO chairs the Regional Emergency Control Group (RECG) meetings and carries the overall responsibility for the emergency response. The CAO has overall authority and responsibility for activities of the EOC, and for ensuring organizational effectiveness. In conjunction with the Section Chiefs, the CAO establishes staffing levels, sets EOC priorities and objectives for each operational period and ensures objectives are carried out.

2.2.2 Command Support

2.2.2.1 Liaison Officer

The Liaison Officer is responsible for communications between the Regional EOC and other agencies. Duties include:

- Maintain a point of contact for and interact with agency representatives.
- Liaise and share information with other EOCs and agencies/departments not represented in the Regional EOC.
- The Liaison Officer assists the CAO with activities pertaining to agency coordination, briefings and meetings. For example, coordinating meetings with Local Municipality CAOs.

2.2.2.2 Emergency Information Officer

The Emergency Information Officer (EIO) is the interface between the RECG and the public and media as well as Regional staff. The EIO is responsible for providing accurate and complete information about the emergency and monitoring the information provided for inaccuracies. Specific responsibilities of the EIO include:

- Interfaces with the site, reception centre(s), media, the public, and other agencies.
- Develops accurate and complete information on the current situation.
- Coordinates with the Service First Call Centre (SFCC), Departmental/Divisional communications, Labour Relations, and partner communications divisions.

For additional information, please refer to the Crisis Communications Plan.

2.2.2.3 Regional Solicitor

The Regional Solicitor is responsible for:

- Providing advice to the RECG on matters of a legal nature, as they may apply to the actions of the Region of Waterloo in its response to the emergency, as requested.
- Coordinating legal issues with the appropriate Solicitor of the affected Local Municipality, or adjacent Municipality or County, if required.
- Assessing and providing advice with respect to any right of action pursuant to Section 12 of the Emergency Management and Civil Protection Act (EMCPA) against any person(s) causing an emergency, to recover expenses incurred by the Region, and to ensure that necessary evidence is preserved to assert such action at a later date.

2.2.2.4 Health and Safety Officer

The Health and Safety Officer is responsible for:

- Providing advice and assistance on matters related to occupational health and safety regulations for ROW personnel.
- Monitoring, assessing, and recommending modifications to safety conditions and halting unsafe operations, as necessary.
- Working with the EOC and Region of Waterloo (ROW) operational supervisors/staff to ensure safety of all ROW workers during an emergency event.

2.2.2.5 Reconciliation, Equity, Diversity and Inclusion (REDI) Advisor

We at the Region are aware of the diverse needs of the community, striving to meet the needs of those we serve and to provide culturally safe and sensitive responses and services to communities.

The REDI Advisor is responsible for:

- Providing advice and assistance on matters related to reconciliation, equity, diversity and inclusion within the impacted community(s).
- Acting as a liaison between community partners and leaders, and the RECG to ensure the Region is meeting the needs of the community.

2.2.3 Operations Section

The Operations Section is responsible for carrying out response activities in support of the site through implementation of the EOC Incident Action Plan (IAP). This Section manages the tactical operations such as developing an evacuation strategy.

The Operations Section are the “do-ers” in the IMS structure.

2.2.3.1 *Emergency Social Services (ESS) Coordination*

The ESS function can provide support for immediate basic needs of people displaced in emergencies. ESS is operated by the Emergency Management Office (EMO) out of the Community Services branch of the Operations Section. ESS fulfills the emergency response needs of community services through EMO with oversight from the Community Services (CSD) Commissioner.

The Emergency Social Services Plan (ESSP) guides the Region’s response to when the Region or one or more Local Municipalities require Regional ESS support in an emergency. If the scope of the emergency is contained to assisting people requiring emergency social services, a Local Municipality may request ESS support and the ESSP with response oversight by the Commissioner of Community Services. If the scope of the emergency requires a broader Regional response, the Region’s Emergency Control Group (RECG) would convene. The ESSP may then be activated and overseen by the Commissioner of Community Services within the RECG structure.

2.2.4 Planning Section

The Planning Section is responsible for anticipating the long-range planning needs of the EOC, collecting, organizing, validating, analyzing and disseminating information and establishing status boards and maps in coordination with other functions. The Planning Section are the “preparers”.

2.2.5 Logistics Section

The Logistics Section is responsible for purchasing and contracting as well as providing facilities (including securing hotel accommodations), services, personnel, equipment, food/beverages and materials to the EOC and incident locations upon request if approved. This Section supports the on-scene

response team and the EOC for all the services and support needs of an incident. The Logistics Section are the “getters”.

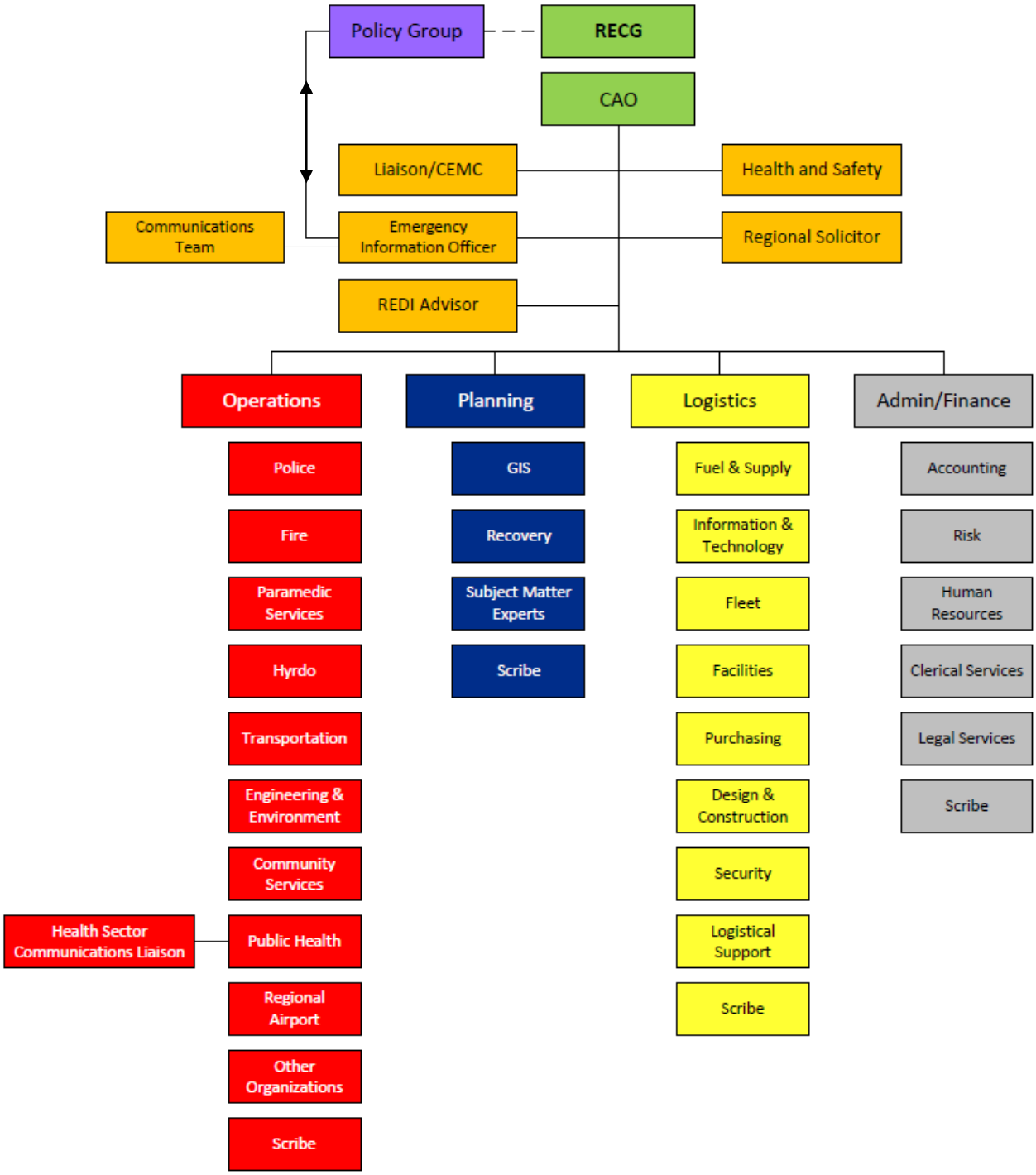
2.2.6 Administration/Finance Section

The Administration/Finance Section is responsible for financial and administrative support, including cost tracking and analysis, and administrative aspects. The Administration/Finance Section are the “payers”.

2.3 Fully expanded IMS Organization

Figure 3 shows the fully extended IMS organization of the Region of Waterloo.

Figure 3: Fully expanded Regional Incident Management System Structure


Policy Group
RECG
CAO
Liaison/CEMC
Health and Safety
Communications Team
Emergency Information Officer
Regional Solicitor
REDI Advisor
Operations
Planning
Logistics
Admin/Finance
Police
Fire
Paramedic Services
Hyrdo
Transportation
Engineering & Environment
Community Services
Health Sector Communications Liaison
Public Health
Regional Airport
Other Organizations
Scribe
GIS
Recovery
Subject Matter Experts
Scribe
Fuel & Supply
Information & Technology
Fleet
Facilities
Purchasing
Design & Construction
Security
Logistical Support
Scribe
Accounting
Risk
Human Resources
Clerical Services
Legal Services
Scribe

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3 Regional Emergency Control Group (RECG)

In the event any Regional employee or agency referred to in this plan is temporarily or permanently unavailable to fulfil the roles and responsibilities outlined below, they shall be replaced by an alternate duly authorized to act.

3.1 Composition

O. Reg. 380/04 Section 12 (1 – 2)

The Regional Emergency Control Group (RECG) is comprised of persons holding the following positions, or their appropriate alternates:

- Regional Chief Administrative Officer (CAO)
- Chief of Waterloo Regional Police Service (WRPS)
- Regional Fire Coordinator and/or Fire Chief(s) of affected Local Municipality(s)
- Hydro Coordinator
- Chief Communications and Strategy Officer
- Commissioner of Transportation Services
- Commissioner of Engineering and Environmental Services
- Commissioner of Community Services Department (CSD)
- Commissioner of Public Health and Paramedic Services (PHE)/Medical Officer of Health (MOH)
- Commissioner of Human Resources and Citizen Service (HRC)
- Commissioner of Planning, Development and Legislative Services (PDL)
- Chief Financial Officer (CFO)/Commissioner Corporate Services (Administration/Finance Section Chief)
- Chief, Paramedic Services (PSV)
- Director of Corporate Communications (Emergency Information Officer (EIO))
- Regional Community Emergency Management Coordinator (CEMC) (Liaison)
- Planning Section Chief

- Logistics Section Chief
- Health and Safety Officer
- Regional Solicitor
- Reconciliation, Equity, Diversity and Inclusion (REDI) Advisor

The RECG may function with only a limited number of persons depending upon the emergency. While the RECG may not require the presence of all members, this shall not preclude the notification of **all** members.

3.1.1 Additional Members

Additional personnel called or added to the RECG may include:

- Other Regional management, Grand River Conservation Authority (GRCA) representative
- Ontario Provincial Police (OPP) representative
- School Board(s) representative(s)
- Hospital administrator(s)
- Provincial representative, such as Field Officer from Emergency Management Ontario (Treasury Board Secretariat)
- Ministry of Labour representative
- GIS staff
- Any other officials, experts or representatives including those of a Local Municipality deemed necessary and available

3.1.2 Council Members

Councillors are responsible for:

- Changing/amending by-laws or policies.
- Assisting in the relaying of information to Regional residents.
- Attending community meetings.
- Reassuring constituents.
- Liaising back through the Regional Chair concerns from the public.
- Following leadership and requests from the Regional Chair.

3.2 Roles and Responsibilities RECG

3.2.1 Group Responsibilities

O. Reg. 380/04 Section 12 (4) and 15

The actions or decisions the RECG is responsible for include:

- Effective policy and strategic direction to the emergency.
- The coordination and effective management of the Regional response, ensuring that any actions necessary for the mitigation of the effects of the emergency are taken, provided they are not contrary to law.
- Providing a common operating picture of the incident.
- Advising the Regional Chair, via the EIO, as to whether the declaration of a Regional emergency and/or Special orders are recommended.
- Supporting emergency operations at the site.
- Confirm the identity of the Incident Commander (IC) and where required, appoint the IC in consultation with the Chief of Police, Regional Fire Coordinator and any other RECG member as required.
- Coordinating with other operations centres (e.g. Provincial Emergency Operations Centre (PEOC))
- Providing, as well as prioritizing the use of resources including people, equipment, and supplies that are required for response (resource management).
- Authorizing emergency expenditures, tracking incident costs, negotiating cost sharing/allocations between responding organizations/jurisdiction, and resolving legal issues.
- Facilitating the management of internal and external emergency information to the public, media, employees and stakeholders.
- Assessing the corporate impact and ensuring continuity of operations.
- Recovery activities (e.g. debris management, service restoration, re-building psychosocial response), including determining if a Recovery Committee needs to be established, and if so, determining the chair and composition of that committee, along with its reporting structure.

- Keeping Regional Council apprised of situations and requesting decision making where necessary.
- Maintaining a log outlining decisions made and actions taken, and submitting a summary of the log to the Manager of the Emergency Management Office (EMO) within one week of the termination of the emergency, as required.
- Participating in operational debriefings and administrative debriefings following the emergency.

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4 Policy Group

4.1 Composition

The Policy Group is comprised of persons holding the following positions, or their appropriate alternates:

- Regional Chair
    - Regional Chair is the primary information conduit to Regional Council

4.1.1 Regional Chair

The Regional Chair or Acting Regional Chair, as Head of Council, is responsible for:

- If required, requesting the CAO or alternate to notify the RECG by activating the Regional Emergency Alerting List (REAL).

EMCPA Section 4 (1)

- Declaring a Regional emergency to exist, and where practical, identifying the area or location of the emergency within Waterloo Region.

EMCPA Section 4 (1)

- Taking such action and making such orders as they consider necessary and are not contrary to law.

EMCPA Section 4 (2)

- Terminating a declared Regional emergency.

EMCPA Section 4 (4)

Under Section 4 (4) the Premier of Ontario may declare at any time that an emergency has terminated.

- Notifying the Mayor(s) or Acting Mayor(s) of the affected Local Municipality(s), the Treasury Board Secretariat and Regional Council of the declaration of a Regional emergency and the termination of declaration of the emergency.

EMCPA Section 4 (3)

- With the assistance of the Regional Clerk, ensuring that the Regional Councillors are apprised of the ongoing situation.
- Ensuring the public, the media and neighbouring Municipal officials are advised of both the declaration and termination of an emergency.

- Assuming the role of primary Regional spokesperson for Regional Council.

EMCPA
Section 9 (c)

In the Regional Emergency Alerting List (REAL) a rotational schedule for Council members who may act in the place of and instead of the Regional Chairperson during an absence, refusal to act or vacancy (By-law 19-001) is included.

4.1.2 Regional Council

Councillors are responsible for:

- Changing/amending by-laws or policies.
- Assisting in the relaying of information to Regional residents.
- Attending community meetings.
- Reassuring constituents.
- Liaising back through the Policy Group (Regional Chair) concerns from the public.
- Following leadership and requests from the Regional Chair

5 Declaration and Escalation of a Regional Emergency

5.1 Action Prior to Declaration

EMCPA
Section 9 (a)

When an emergency exists or appears imminent, but has not yet been declared, Regional employees may take such action(s) under the emergency response plan as may be necessary to protect the lives and property of the inhabitants of the Region of Waterloo.

When such actions are undertaken, they shall be reported as soon as practicable to the CAO, who shall in turn advise the Head of Council and Members of Regional Council of the actions taken and the circumstances under which they were taken.

5.2 Escalation of Emergencies in Waterloo Region

Each Municipality within the Waterloo Region has agreed to use the following four emergency management response levels as a guide for before, during and following emergencies. Each level signifies the variation of the impact to the community caused by the major incident or emergency.

Response Level	Actions	Criteria	Examples
Level 1: **Routine monitoring of small scale emergency**	Key members of Local Municipal Emergency Control Group (ECG) **notified** Local ECG monitors Notification of affected Community Emergency Management Coordinators (CEMC) in Waterloo Region	Incident contained within one Local Municipality First Response Protocol (FRP) and/or Curbside may be activated Minor impact to citizens and environment Contained within inner perimeter Minor impact on resources	Apartment fire with displacements, contained hazmat, boil water advisory, active threat from person(s), helicopter crash, **localized flooding**
Level 2: **Local Municipal notification or activation (includes ROW RECG notification to be on standby)**	Local ECG **notified and on standby**, key members of Local ECG may convene Notification of all CEMCs in Waterloo Region Regional ECG may be notified and on standby PEOC may be notified	Incident contained within one Local Municipality First Response Protocol (FRP) and/or Curbside may be activated Significant impact to citizens, property and environment beyond the outer perimeter Significant media attention Significant demand on resources May affect multiple buildings	Chemical spill, multiple fire locations, multiple suspects/active threat on the move, city/township wide boil water advisory, isolated communicable disease outbreak
Level 3: Full activation local ECG (includes ROW RECG notification and possible activation)	Local ECG **convened**. Notification of all CEMCs in Waterloo Region Regional ECG notified and on standby. May require Local Municipal emergency declaration. PEOC notified	Incident contained within one Local Municipality Major impact to citizens, property and/or environment beyond the outer perimeter Major media and/or public interest Major demand on resources Multiple buildings/incidents Reception centre activation triggers Level 3 response	Ice storm, tornado, chemical spill, commercial airliner crash, train derailment, large propane explosion, pipeline leakage, potable water emergency, epidemic, terrorism, large scale flood
Level 4: Regional emergency (ROW RECG activation)	Regional ECG **convened**. Notification of all CEMCs in Waterloo Region Local ECGs may continue to be in operation. May require Regional and/or Local Municipal emergency declaration. PEOC notified	Exceeds Local Municipal resources and capabilities May affect two or more Local Municipalities Major impact to citizens, property and/or environment Major media and/or public interest Multiple sites/incidents The emergency affects or threatens Regional facilities or services Reception centre activation triggers Level 4 response	Level 3 examples that • Impact more than one Local Municipality; or • Is contained within one Municipality but has major Region wide impact; or • Impacts Regional services/facilities

5.3 Local Municipal Emergency

5.3.1 Local Municipal Emergency Declaration

The Mayor or designate of a Local Municipality, as Head of the Council, is responsible for declaring that a Municipal emergency exists within the boundaries of that Municipality. This decision is made in consultation with other members of the Municipal Emergency Control Group.

Upon such declaration, the Mayor notifies:

- The Regional Chair;
- The Treasury Board Secretariat through the Provincial Emergency Operations Centre (PEOC);
- The Local Municipal Council.

5.3.2 Regional Members of Local ECG

Several Regional representatives may be requested by the Local Municipality to attend the Local Municipal Emergency Control Group:

- Commissioner of Community Services (CSD)
- Chief of Waterloo Regional Police Service (WRPS)
- Commissioner of Public Health and Paramedic Services/Medical Officer of Health
- Chief Paramedic Services
- Regional CEMC

These representatives will report to the affected Municipal's Emergency Operations Centre (EOC) or other designated location, until such time they are required to attend the Regional Emergency Control Group (RECG) under the Regional Emergency Response Plan (ERP).

5.3.3 Regional versus Local ECG

The Local Municipal Emergency Control Group remains in the Local Municipality to manage local consequences of the emergency, while the RECG ensures a **controlled and coordinated response** by Regional services and community agencies.

Decisions by the RECG (as appropriate) affecting the lives and property of the citizens and visitors within the affected Local Municipality(s) will be made in consultation with the ECG Chair of the affected Local Municipality(s).

5.3.4 Assistance Request to Region of Waterloo

The designate of the Local Municipality may request further assistance from the Region of Waterloo by contacting the (acting) Regional Chair or (acting) Regional CAO (Chair RECG). Where required due to time restrictions, such requests can be made through the Regional CEMC who will submit the request to the appropriate Regional designate.

5.4 Regional Emergency Declaration

EMCPA Section 4 (1)

The Regional Chair or Acting Regional Chair, as Head of Council, in consultation with the Regional Emergency Control Group is responsible for declaring that an emergency exists within the boundaries of the Waterloo Region.

Emergency Management Ontario (Treasury Board Secretariat) has developed a checklist for assessing whether a situation warrants the declaration of an emergency.

EMCPA Section 4 (1)

5.4.1 Head of Council Authority

Under Section 4(1) the Head of Council can, in the event of an emergency, take such action and make such orders as they consider necessary and are not contrary to law.

5.5 Termination of a Regional Emergency Declaration

EMCPA Section 4 (2) and 4 (4)

The following persons are authorized to terminate the Regional emergency:

- The Regional Chair;
- The Regional Council; or
- The Premier of Ontario[1]

It is the responsibility of the Chair of the RECG to inform all personnel and supporting agencies that the emergency has been terminated.

[1] The Premier of Ontario may at any time declare that a provincial or municipal emergency has terminated.

5.6 Notification of Declaration and Termination

Upon declaration and termination of an emergency, the Regional Chair notifies the following persons:

EMCPA
Section 4 (3)

- The Mayor(s) or designate(s) of affected Local Municipality(s)
- The Treasury Board Secretariat by fax and phone through the Provincial Emergency Operations Centre (PEOC)
- Regional Council

The Regional Chair ensures the public, media, and neighbouring Municipal officials are also advised of both the declaration and termination of an emergency.

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6 Notification and EOC

6.1 Notification List

O. Reg. 380/04 Section 15 (2b)

The Emergency Management Office (EMO) maintains a Regional Emergency Alerting List (REAL).

Note: If a copy of the most recent list is required, please contact the EMO.

6.2 Initiation Emergency Notification RECG

The CAO or alternate, in consultation with the Regional Chair, may request that members of the RECG are notified.

RECG members will be contacted by home telephone, work telephone or cellular telephone. When the primary contact cannot be reached, the designated alternate will be contacted.

Further notification of designated personnel takes place as per notification/fan-out processes and organizational/departmental emergency response plans.

Note: Upon being notified, it is the responsibility of all RECG members to notify their staff and organizations of the situation.

6.3 Regional Emergency Operations Centre (EOC)

O. Reg. 380/04 Section 13

The Regional Emergency Operations Centre (EOC) may be used for coordination of the response to emergency events in the Waterloo Region.

6.3.1 Authority to Activate and Terminate

The CAO or alternate may activate the Emergency Operations Centre (EOC) and initiate the Emergency Response Plan.

When the CAO activates the EOC, the Regional Emergency Control Group and the Regional Chair will be notified.

The CAO or alternate may also ask the RECG to convene and not activate the EOC. The RECG may choose to meet at the EOC or at a different location.

An official declaration of an emergency is not required for the EOC to be activated.

The CAO decides, in consultation with the RECG members, when to terminate EOC operations.

6.3.2 Location Regional EOC

The location of the Regional Emergency Operations Centre is designated by the CAO or alternate. The Region has pre-designated a primary and alternate EOC. The addresses of the pre-designated locations are included in the REAL.

6.3.3 Communications

Kitchener-Waterloo (KW) Amateur Radio may provide and operate two-way UHF, VHF and high frequency (HF Voice) radios in the EOC. This will augment existing communications equipment to ensure emergency communications. Requests to utilize KW Amateur Radio services will be made through the Regional Community Emergency Management Coordinator (CEMC).

It should also be noted that commercial cellular network cannot be relied upon, as this is not a private network. The network may become overloaded and inaccessible during a large emergency.

Radio communications and landline communications are therefore more reliable methods of communications.

Regional departments and partner agencies in the EOC have dedicated phone lines.

6.3.4 Security

The Regional EOC is accessible only to authorized staff with proper photo ID. All Regional EOC members have been provided access to both locations with the Regional ID card. Non-Regional members have access to both buildings through reception (during business hours). Outside business hours, security will provide access to the EOC.

6.3.5 Termination EOC Operations

The CAO or alternate may terminate the EOC activity for the current incident and will notify all participants of the termination.

6.3.6 EOC Manual

The EOC Manual provides further information regarding the EOC facility including the staffing, physical layout, equipment, and resources available in the centre, as well as procedural material.

The EOC Manual is an annex to the ERP and is available at the EMO and at the EOC.

6.4 Information Management within the EOC

Information Management within the EOC ensures appropriate emergency related information, that is accurate and on time. It provides situational awareness to all involved parties. An effective response is dependent on receiving and sharing timely information between all stakeholders.

Tools to maximize the situational awareness are:

- Logging of actions in WebEOC, the Region's emergency information system.
- Developing Incident Action Plans (IAP).
- Providing Situation Reports (SitRep) which provide current information about an incident, the immediate and future response actions, an analysis of the impact of the incident, and issues identification (*Federal Emergency Response Plan, 2011*). A SitRep is usually issued every operational period.
- Displaying Geographic Information Systems (GIS) information which provides demographic analysis and mapping of persons impacted by the emergency.
- Maintaining a master event log, decision records and personal position logs.
- Taking scribe minutes.
- Weather monitoring.
- Any other tools to distribute situation information (e.g., email, video, photographs, etc.).

6.5 Site Incident Command

During any incident, emergency responders (Fire, Police, PSV) will establish an incident command at the site where the emergency exists. They will work together to protect the life, health, safety and property of both the public and emergency response personnel, and to mitigate/remove the danger/hazard presented by the emergency.

Emergency site operations are usually organized under the Incident Management System (IMS) as a recognized command structure for the incident to make the most efficient use of personnel and equipment. Upon activation of the Plan, the emergency site operations will be supported by the Regional Emergency Control Group.

The Incident Commander (IC) is responsible for managing the incident site and for organizing and coordinating the on-scene response with the various agency commanders on-site.

The RECG will confirm the identity of the Incident Commander (IC) and where required, appoint the IC (if Regional emergency) as the responsible position for organizing and coordinating the on-scene response with other agencies.

Waterloo Regional REACT may provide the command post on request of the IC.

7 Internal and External Communications

During an emergency event, the Region of Waterloo is committed to providing accurate and timely information to staff, other levels of government, key stakeholders and community agencies, the public, and the media in a timely and effective manner. In order to accomplish this, Regional Corporate Communications has developed a Crisis Communications Plan. This plan covers internal and external communications.

7.1 Internal Communications

During a significant event or declared emergency, Regional employees may be directed to attend work, work from another location, or work from home depending on the situation. Employees are required to verify the expectation and keep informed on the status of the emergency through the employee call-in line, portal/website and email messages. Corporate Communications will keep employees informed as per Crisis Communications Plan.

7.2 External Communications

External communications are done by a variety of media, including social media and the Regional websites.

7.2.1 Media Inquiries

All media requests for information concerning the emergency shall be referred to the Emergency Information Officer (EIO), who will arrange all media opportunities with the designated spokesperson(s).

When other jurisdictions and agencies are involved in the event or situation, the EIO will ensure there is joint coordination of media releases and press conferences.

7.2.2 Region's Service First Call Centre (SFCC)

During an emergency the Region's Service First Call Centre (SFCC) will disseminate approved emergency information and messages to the public.

7.2.3 Media Centre

The EIO is responsible for establishing a Media Centre where all media briefings and press conferences are coordinated.

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8 Resource Management

It is important to identify which resources can be utilized to manage the emergencies identified in this plan and the most effective method of acquiring these resources in a timely manner.

8.1 Regional Resources

The Region maintains an inventory of different resources throughout Waterloo Region, including fuel, vehicle parts and emergency supplies.

Resources can be accessed through the Manager of Accounting and Supply Services or through Material Management Staff ("stock keepers").

After hours, Material Management Staff may be notified through the Region's Contact Centre.

8.2 Memoranda of Understanding

On request, several volunteer based organizations may provide resources on a cost recovery basis as per Memorandum of Understanding (MOU).

8.3 Mutual Aid/Assistance Agreements

Large-scale incidents involving multiple victims can quickly overwhelm the limited emergency staff in the region. Mutual aid agreements between organizations are an effective means to obtain resources. The Regional Paramedic Services (PSV) has established agreements with surrounding services. The seven fire services in Waterloo Region have established a Mutual Aid Fire Plan.

EMCPA Section 12 (3)

Further, the Emergency Management and Civil Protection Act (EMCPA) authorizes Municipalities to enter into agreements wherein each party may provide assistance, in the form of personnel, services, equipment and material, if called upon to do so by a requesting Municipality in times of emergency.

The Region does not have formal Mutual Assistance Agreements with the seven Local Municipalities in Waterloo Region, but the Regional Emergency Management Office (EMO) will facilitate these agreement(s) as appropriate.

8.4 Volunteer Management

Volunteers are generally coordinated through community partners such as the Canadian Red Cross and St. John Ambulance.

Volunteers may also be coordinated through the Volunteer Action Centre.

8.5 Provincial Assistance

Under certain circumstances, departments or agencies responding in accordance with the Regional Emergency Response Plan may be required to request assistance of a Ministry(s) or Agency(s) of the Province of Ontario. Head of Council, upon consultation with the Regional Emergency Control Group (RECG) may request assistance from the Province of Ontario at any time without any loss of control or authority. Such a request may be made by contacting the Provincial Emergency Operations Centre (PEOC).

When requested by the Region, Emergency Management Ontario (Treasury Board Secretariat) will send a Field Officer to provide provincial liaison and advice on provincial matters.

8.5.1 Role Premier of Ontario

Under Section 7 of the Act, the Premier of Ontario may:

EMCPA Section 7

- Declare that an emergency exists throughout Ontario or in any part thereof and may take such action and make such orders as they consider necessary and are not contrary to law to implement the emergency plan and to protect property and the health, safety and welfare of the inhabitants of the emergency area, and
- Exercise any power or perform any duty conferred upon a minister of the Crown or a Crown employee by or under an Act of Legislature, and
- Where a declaration is made and the emergency area or any part thereof is within the jurisdiction of a municipality, the Premier of Ontario may, where they consider it necessary, direct and control the administration, facilities and equipment of the municipality to ensure the provision of necessary services in the emergency area, and, without restricting the generality of the foregoing, the exercise by the municipality of its power and duties, in the emergency area, whether under an emergency plan or otherwise is subject to the direction and control of the Premier, and

- Require any municipality to provide such assistance as they consider necessary to an emergency area or any part thereof that is not within the jurisdiction of the municipality, and may direct and control the provision of such assistance.

8.6 Federal Support

The federal government has developed the Federal Emergency Response Plan (FERP) to harmonize emergency response efforts by the federal and provincial/territorial governments, non-governmental organizations and the private sector.

Requests for personnel or resources from the Federal Government are made through the PEOC.

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9 Recovery and Post Incident Activities

9.1 Recovery

Recovery involves all actions taken to recover from the incident. Some recovery strategies are initiated while the incident is ongoing; other strategies are initiated as soon as the recovery phase is announced.

With the restoration of utilities, services, and other infrastructure the Region begins to return to a state of normalcy. Other recovery activities include long-term debris management, inspection services, redevelopment, and facility reconstruction.

It is important to consider psychosocial support for employees and/or citizens involved in the emergency.

9.2 Debriefing

A debriefing is a meeting of key officials from responding organizations to formally discuss issues of mutual interest pertaining to a major incident or emergency. It provides an opportunity for organizations/ departments involved in emergency management post-disaster to review the lessons learned.

The Regional Emergency Management Office (EMO) organizes the debriefing.

Minutes of debriefing sessions of emergency events will be recorded.

9.3 After Action Report

The EMO will complete a formal After Action Report (AAR). It will include events of the incident, the operational impacts, concerns and issues, associated costs and recommendations and findings from the debriefings.

The report will be the input for an evaluation of any deficiencies in the Emergency Response Plan (ERP) and related plans and procedures. Changes will be made to all documents if necessary.

9.4 Compensation for Losses

EMCPA
Section 13.1

The Municipal Disaster Recovery Assistance (MDRA) program will help municipalities address extraordinary emergency response costs and damage to essential property or infrastructure like bridges, roads and public buildings, as a result of a natural disaster.

The Disaster Recovery Assistance for Ontarians (DRAO) program provides assistance to individuals, small businesses, farmers and not-for-profit organizations who have experienced damage to, or loss of, essential property as a result of a natural disaster.

For further information, visit the website of the Ministry of Municipal Affairs and Housing.

Compensation for losses is coordinated by Treasury Services within the Regional Corporate Services department.

10 Definitions and Abbreviations

10.1 Definitions

Command Post: The physical location of the tactical level, on-scene incident command and management organization.

Contamination: The undesirable deposition of a chemical, biological, or radiological material on the surface of structures, areas, objects, or people.

Coroner: Responsible for inquiry and determination of circumstances and cause of all violent, sudden, or unusual deaths related to accidents.

Critical Infrastructure: Critical infrastructure is the interdependent, interactive, interconnected networks of institutions, services, systems and processes that meet vital human needs, sustain the economy, protect public safety and security, and maintain continuity of and confidence in the organization.

Damage Assessment: The process used to appraise or determine the number of injuries and deaths, damage to public and private property, and the status of key facilities and services such as water and sanitation systems, communications networks, utilities, and other infrastructure networks resulting from a man-made or natural disaster.

Disaster: A term which is used by the provincial and federal government to describe a major emergency which is governed by those levels of government.

Disaster Recovery Assistance for Ontarians (DRAO): A provincial financial assistance program intended to alleviate the hardship suffered by individuals, farmers, small business enterprises and non-profit organizations, whose essential property has been damaged in a sudden and unexpected natural emergency, such as a severe windstorm, tornado, flood, forest fire or ice storm.

Emergency: “Emergency” means 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 or an act whether intentional or otherwise.

Emergency Area: The area in which the emergency exists.

Emergency Management Program: A program that is based on a hazard identification and risk assessment process and leads to a comprehensive program that includes the four core components of mitigation/prevention, preparedness, response and recovery. The program will consist of a risk analysis, a current emergency response plan based on that analysis, the operation of an Emergency Management Program Committee, an Emergency Operations Centre, a formalized training and exercise program, a Community Emergency Information Plan, a Community Public Awareness Program, and will be reviewed annually.

Emergency Information Officer (EIO): The Director of Corporate Communications or alternate for the Region of Waterloo will perform the role of Emergency Information Officer to co-ordinate the internal and external dissemination of information.

Emergency Management Office (EMO): Creates, implements, and maintains an all-hazards emergency management program for the Region of Waterloo. EMO ensures that the organization and its leaders are prepared to respond to community related emergencies. EMO works to engage the community to prepare for, respond to, and recover from disasters.

Emergency Management Ontario (Provincial): is a branch within the Treasury Board Secretariat with overall provincial emergency management responsibility. Emergency Management Ontario is responsible for the coordination, promotion, development, implementation and maintenance of effective emergency management programs throughout Ontario and for the coordination of these programs with the federal government.

Emergency Management Program Committee: Mandatory committee which advises council on the development and implementation of the Region's emergency management program, and conducts an annual review of the Region's emergency management program with recommendations to Council for its revision, if necessary.

Emergency Operations Centre: A designated facility established by an agency or jurisdiction to coordinate the overall agency or jurisdictional response and support to the emergency.

Emergency Social Services (ESS): The provision of food, clothing, shelter, registration and inquiry, and personal services during and following an emergency in order to meet essential human needs. ESS also provides temporary rehabilitation assistance until regular pre-emergency social services resume operations, or until other plans and programs come into effect.

Evacuation: Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

First Responders: Emergency response personnel who are normally the first to respond to any emergency. They include e.g. the Fire department, the Police Service and Paramedic Services.

Flood: A general and temporary condition of partial or complete inundation of normally dry land areas from overflow of inland or tidal water, unusual or rapid accumulation or runoff of surface waters, or mudslides, mudflows caused by accumulation of water.

Hazard Identification Risk Assessment (HIRA): Identification of hazards or risks to public safety, public health, the environment, property, critical infrastructure and economic stability from natural, human-caused and technological sources/activities and evaluation of the importance of the activity to the continued operation of the community. The vulnerability of the community to each activity should also be evaluated.

Head of Council: The Head of Council is the Regional Chair of Council. In the event that the Head of Council is unavailable, the powers and duties of the Head of Council granted under the Act or the Emergency Response Plan shall be exercised by the Acting Chair as per By-law 19-001.

Incident Commander: The person at the incident site from the lead agency who coordinates and manages the response to the emergency.

Incident Management System (IMS): A standardized system that defines the basic command structure, and roles and responsibilities required for the effective management of an emergency incident or situation.

Inner Perimeter: A restricted area in the immediate vicinity of the emergency scene as established by an Officer-In-Charge/ Incident Commander from a responding emergency service. Access to the inner perimeter is restricted to those essential emergency personnel actively involved in the occurrence.

Local Municipality: Local Municipality means the corporation of the City of Cambridge, the City of Kitchener, the City of Waterloo, the Township of North Dumfries, the Township of Wellesley, the Township of Wilmot, and the Township of Woolwich. Local Municipal Emergency Response Plans may be cited as Municipal Emergency Response Plans.

Memorandum of understanding (**MOU**): A formal agreement between two or more parties

Municipal Emergency Response Plan: An Emergency Response Plan prepared by one of the Local Municipalities.

Mutual Aid Agreements: An agreement developed between two or more emergency services (usually fire services) to render aid to the parties of the agreement. These types of agreements can include private sector emergency services when appropriate.

Mutual Assistance Agreement: An agreement developed between two or more jurisdictions to render assistance to the parties of the agreement. Jurisdictions covered with these types of agreements could include neighbouring, cities, regions, provinces or nations

Operational Period: The period of time scheduled for execution of a given set of operational actions as specified in the action plan. Operational periods can be of various lengths, although usually not over 24 hours.

Outer Perimeter: The geographic area surrounding the inner perimeter. This area will serve as a co-ordination and assembly point for essential emergency personnel. Access to the outer perimeter is restricted to essential emergency personnel as determined by the Incident Commander.

Paramedic: Emergency medical technician with extensive training in advanced life support and emergency medicine – permitted to administer intravenous fluids and drugs to arrest a life-threatening condition.

Provincial Emergency Operations Centre (PEOC): The designated facility established to manage the response to and recovery from the emergency or disaster for the Province of Ontario.

Reception/Evacuation Centre: A reception/evacuation centre is the site where emergency services (food, clothing, referral to shelter, referral to social services, registration and inquiry) are offered to persons displaced by the emergency.

Recovery: The recovery phase begins immediately following an emergency, with efforts to restore minimum services and continues with long-term efforts to return the community to normal. Immediate recovery activities include assessing damage, clearing debris, providing shelter and restoring food supplies and utilities. Long-term recovery activities include rebuilding and redeveloping the community and implementing mitigation programs.

Regional Chair: The Head of Council or alternate for the Region of Waterloo.

Regional Emergency Control Group: That group of key individuals directing those services necessary for mitigating the effects of the emergency. The Regional Chief Administrative Officer, as Chair of the Regional Emergency Control Group is responsible for co-ordinating the operations within the Regional Emergency Operations Centre.

Regional Emergency Operations Centre (EOC): The location from which the Regional Emergency Control Group and their Support and Advisory staff operates.

Regional Fire Coordinator (or Alternate): A Fire Chief from one of the fire departments in the Region, appointed by the Ontario Fire Marshall, to serve as coordinator of the region-wide Mutual Aid Fire Plan.

Regional Media Information Centre: The location from which the media may gather for updated media releases and press conferences. This location will be determined by the Emergency Information Officer (EIO).

Resource Management: Those actions taken by an organization to: identify sources and obtain resources needed to support emergency response activities; coordinate the supply, allocation, distribution, and delivery of resources so they arrive where and when they are most needed; and maintain accountability for the resources used.

Response: In emergency management applications, activities designed to address the immediate and short-term effects of the emergency.

Temporary Morgue: A facility that is reorganized from its original purpose to serve for a limited time as a laboratory where deceased persons and their effects undergo processing. This includes medical examination, identification, engineering, and

inventorying to support an accident investigation and determine cause(s) of death.

Triage: The sorting and allocation of treatment to patients or victims according to a system of priorities designed to maximize the number of survivors.

10.2 Abbreviations

AAR	After Action Report
ACC	Ambulance Communication Centre
EMPC	Emergency Management Program Committee
CANUTEC	Canadian Transport Emergency Centre
CAO	Chief Administrative Officer
CCTV	Closed-circuit television
CEMC	Community Emergency Management Coordinator
CBRNE	Chemical, Biological, Radiological, Nuclear and Explosives
CFO	Chief Financial Officer
CP	Command Post
CPO	Chief Purchasing Officer
CSA	Canadian Standard Association
CSD	Community Services Department
DRAO	Disaster Recovery Assistance for Ontarians
ECG	Emergency Control Group
EDMS	Electronic Document Management System
EIO	Emergency Information Officer
EMCPA	Emergency Management and Civil Protection Act
EMO	Emergency Management Office (Region of Waterloo)
EOC	Emergency Operations Centre
ERP	Emergency Response Plan
ESS	Emergency Social Services
FERP	Federal Emergency Response Plan
FRP	First Response Protocol
GIS	Geographic Information System
G/L	General Ledger
GRCA	Grand River Conservation Authority
GRT	Grand River Transit

HF	High Frequency
HIRA	Hazard Identification and Risk Assessment
HRC	Human Resources and Citizen Service
HUSAR	Heavy Urban Search and Rescue
IAP	Incident Action Plan
IC	Incident Commander
IHR	International Health Regulations
IMS	Incident Management System
IT(S)	Information Technology (Services)
KW	Kitchener-Waterloo
LHIN	Local Health Integration Network
LR	Labour Relations
LTC	Long Term Care
MDRA	Municipal Disaster Recovery Assistance
MOECC	Ministry of Environment and Climate Change
MOH	Medical Officer of Health
MOU	Memorandum of Understanding
OPP	Ontario Provincial Police
PDL	Planning, Development and Legislative Services
PEOC	Provincial Emergency Operations Centre
PO	Purchasing Order
PHE	Public Health and Paramedic Services
PSV	Paramedic Services
QA	Quarantine Act
REACT	Radio Emergency Associated Communications Team
REAL	Regional Emergency Alerting List
RECG	Regional Emergency Control Group
ROW	Region of Waterloo
RSO	Revised Status of Ontario
SFCC	Region's Service First Call Centre
SitRep	Situation Reports
TAMS	Time and Attendance Management Systems
TES	Transportation and Environmental Services
UAV	Unmanned Aerial Vehicle
UHF	Ultra High Frequency
VHF	Very High Frequency
WHO	World Health Organization
WRPS	Waterloo Regional Police Service

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