

Emergency Response Plan

By-Law 2023-087





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Revision History

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1 Introduction

The Emergency Management and Civil Protection Act (“EMCPA”, 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 or an act whether intentional or otherwise¹.

Emergencies are distinct from the normal routine operations of first response agencies and municipal departments in the City of Waterloo (the “City”). They require a coordinated response by a number of governmental and private organizations, directed by appropriate elected and senior municipal officials.

1.1 Purpose

The City has formulated an Emergency Response Plan (“ERP”, the “Plan”) which is adopted by Council by By-law [2023-087]². This Plan conforms to the Regional ERP for the Region of Waterloo³.

The purpose of the ERP is to outline an action plan for the effective coordination of resources, services, and activities in order to achieve the following objectives:

1. Protect and preserve life and property;
2. Maximize emergency response capability and efficiently deploy emergency services;
3. Minimize the effects of the emergency on the City’s residents and visitors, and on the physical infrastructure and environment of the City; and
4. Quickly and efficiently restore essential services, and enable recovery of normal services.

For this purpose, the Plan assigns responsibilities related to the implementation of the Plan to employees of municipal departments and support agencies, and sets out procedures for notifying members of the Municipal Emergency Control Group (“MECG”)⁴.

Municipal employees are authorized to take such action(s) under this Plan as may be necessary to achieve the objectives listed above as soon as an emergency exists or appears imminent, whether or not it has been declared⁵. The Plan is not intended to be a prescriptive document, but instead provides a general framework of the City’s all-hazards approach to emergency response.

1.2 Legal Authority

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

- The Emergency Management and Civil Protection Act, R.S.O. 1990, c. E.9, as amended;
- Ontario Regulation 380/04; and
- The City of Waterloo Emergency Management Program By-law [2023-087].

1.3 Council Approval

Where significant portions of the ERP are revised, Council is required to adopt the Plan by a by-law.

¹ EMCPA, s. 1

² EMCPA, s. 3(1)

³ EMCPA, s. 5

⁴ O. Reg. 380/04, s. 15(2)

⁵ EMCPA, s. 9(a)

1.4 Plan Maintenance

1.4.1 Emergency Management Program Committee

During normal routine operations, the Emergency Management Program Committee (“EMPC”, the “Committee”) is responsible for advising Council on the development and implementation of the City’s emergency management program⁶, for ensuring training is provided to employees on their functions⁷, and for conducting an annual review of the ERP and the City’s broader emergency management program⁸, and recommending changes to Council as required.

The Committee consists of representatives from the City’s departments, or their designated alternates, as described in the EMPC Terms of Reference (Schedule [B] to By-law [2023-087]). The Chief Administrative Officer (“CAO”) (*or designate*) and the Community Emergency Management Coordinator (“CEMC”) (*or designate*) co-chair the EMPC. The Fire Chief is appointed to serve as a CEMC, with the Deputy Fire Chiefs and Assistant Deputy Fire Chief as designates. Throughout this Plan, “a CEMC” may refer to any of these individuals.

The annual review of the ERP and recommended revisions will be coordinated by a CEMC. The Committee’s recommendations regarding changes to the ERP will be referred to Council for further review and approval.

1.4.2 Municipal Emergency Control Group and Support Group

In the event of an emergency, the MECG shall direct the City’s response, including the implementation of the ERP⁹. The MECG and Support Group shall also staff the City’s Emergency Operations Centre (“EOC”) during an emergency, as outlined in Section 3.3 of the Plan.

During normal routine operations, the MECG and Support Group shall develop procedures to govern their responsibilities in an emergency.¹⁰

The composition of the MECG is described in By-law [2023-087]. The members of this group shall complete an annual training as required by Emergency Management Ontario (“EMO”)¹¹. The Support Group includes designated staff from the Office of the CAO, Community Services and Integrated Planning and Public Works.

1.4.3 Plan Distribution and Public Access

Copies of the Plan will be provided to the MECG and Support Group personnel, partner organizations and agencies, the Region of Waterloo, the Province, and bordering municipalities and regions that may have a role to play in responding to or providing assistance for emergencies in the City.

A CEMC will maintain and distribute the Plan to the public on the City of Waterloo website (www.waterloo.ca). The public may also contact the City to request a copy of the Plan¹². Supporting plans do not form part of the ERP as they may be confidential. Supporting plans provide additional and

⁶ O. Reg. 380/04, s. 11 (5)

⁷ EMCPA, s. 9 (d)

⁸ O. Reg. 380/04, s. 11 (6); EMCPA, s. 9 (d)

⁹ O. Reg. 380/04, s. 12 (4)

¹⁰ O. Reg. 380/04, s. 12 (5)

¹¹ O. Reg. 380/04, s. 12 (3)

¹² EMCPA, s. 10

detailed incident-specific information that may require frequent updating, or be of a technical nature, or contain sensitive or personal information which could pose a security threat, or violate privacy legislation if released¹³.

1.4.4 Revisions to the Plan

The Plan shall be revised only by by-law; however, revisions to the appendices and minor administrative or housekeeping changes may be made by a CEMC in consultation with the City Clerk.

It is the responsibility of each person, Response Support Organization, service or department identified within Plan to notify a CEMC forthwith, of the need for any administrative changes or revisions to the Plan or supporting plans.

A CEMC is responsible for maintaining a current confidential contact list for EOC personnel and support agencies (“EOC Contact List”).

Municipal departments referenced in the Plan shall prepare their own internal emergency response procedures, outlining how they plan to fulfil their responsibilities under the ERP. These documents shall be revised, reviewed and maintained annually by a designated member of each department.

1.5 Training and Exercises

The MECG will participate in at least one exercise annually in order to test the overall effectiveness of the Plan and the procedures of the MECG¹⁴. A CEMC will coordinate the exercise.

Recommendations arising from the annual exercise shall be considered by a CEMC and the EMPC for revisions to the Plan.

2 Hazard Identification and Risk Assessment

The EMPC has identified realistic hazards that may occur in the City and assessed them in terms of probability, frequency of occurrence, and magnitude of consequence or impact. Results of the Hazard Identification and Risk Assessment (“HIRA”) assist with the development of training and exercise scenarios, and may initiate the development of hazard-specific plans or procedures in the event of an emergency. The HIRA is updated annually. A CEMC will coordinate the review and revisions.

3 Incident Management System

The City has adopted and implemented the Ontario Incident Management System Guidance Version 2.0 (“IMS”) to coordinate response, continuity, and recovery activities in an emergency. IMS is a standardized approach to emergency management based on four core principles¹⁵:

- Communication
- Coordination
- Collaboration
- Flexibility

¹³ EMCPA, s. 2.1(4), 2.1(5), and 2.1(6)

¹⁴ O. Reg. 380/04, s. 12 (6); EMCPA, s. 3(5)

¹⁵ IMS 2.0 Guidance, p.22

IMS provides a modular organizational structure that can be adapted to the specific needs of any given incident. The structure offers a “toolbox” of common roles, responsibilities (“functions”), and terminology that responders can use to help achieve their objectives.

3.1 Response objectives

The following response objectives are applied to all emergency situations¹⁶. In order of priority, they are:

- Protect the safety of all incident responders and those affected by the incident
- Save lives
- Treat the sick and injured
- Protect the health of those affected by the incident
- Ensure the continuity of government and critical services
- Protect property and the environment
- Prevent and / or reduce economic and social losses

3.2 Incident Management Levels

There are two incident management levels at the City: (i) site response, directly addressing the emergency, and (ii) the EOC, supporting the site response. This Plan primarily addresses incident management at the EOC level.

3.2.1 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 situation under control.

3.2.2 City of Waterloo Emergency Operations Centre

The EOC is a physical location where the MECG and Support Group can gather to coordinate support for the emergency response, and manage the consequences of an emergency. The EOC is utilized, when necessary, to centralize and coordinate response efforts at the site(s).

The MECG and Support Group are responsible for the overall management and coordination of site support activities both within the EOC, and between the site(s) and other EOCs. Their specific roles are described in Section 3.3 of the Plan.

3.2.3 Policy Group

The Policy Group represents the Council component of the emergency response within the overall IMS structure. It is comprised of the Mayor and members of Council, either in their assigned role and authority during an emergency or sitting as City Council at any regular or special meeting called during an emergency situation.

In the event of an emergency, the Mayor or Acting Mayor (*or designate*) is the Head of Council (“HOC”), with all the powers set out in the EMCPA for the purposes of an emergency situation and / or declared emergency¹⁷.

¹⁶ IMS 2.0 Guidance, p. 31

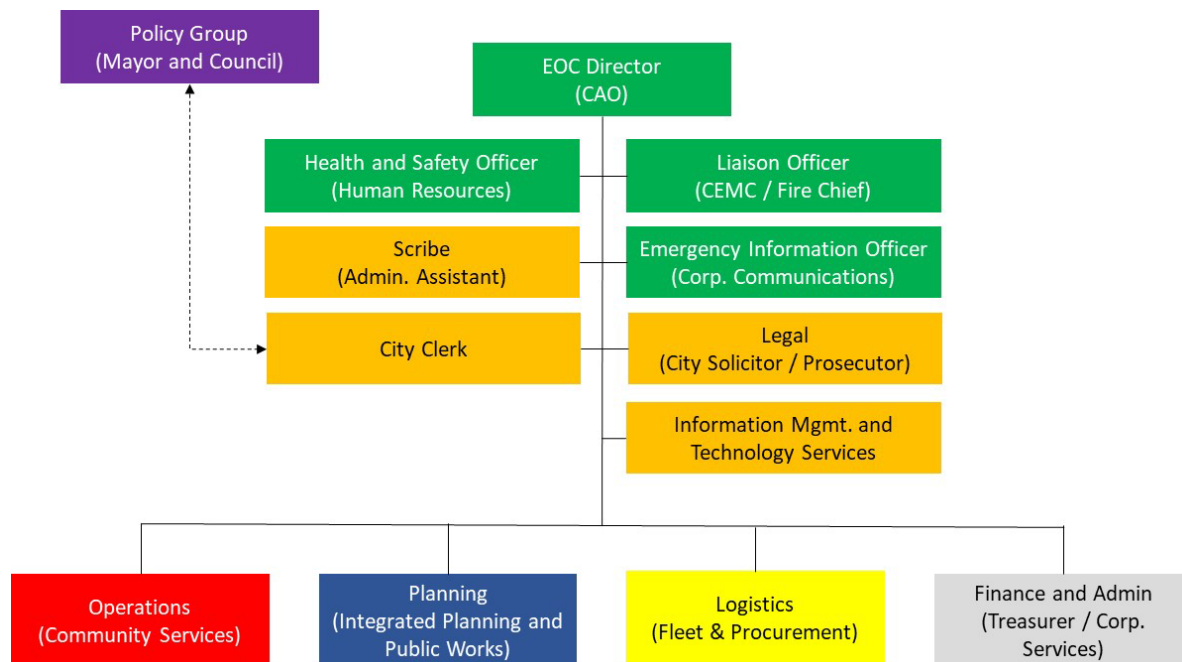
¹⁷ EMCPA, s. 4(1), 4(2), and 4(3); EMCPA, s. 9(c)

Councillors are responsible for:

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

3.3 IMS at the City of Waterloo EOC

The MECG and Policy Group are organized in an IMS structure as illustrated below. The Support Group supports the functions of the EOC Director and Sections.



Checklists outlining the responsibilities of each position are included in IMS Position Checklists in the City of Waterloo Emergency Response Plan Binder (“the Binder”), which is provided to each EOC member. The following sections describe the responsibilities of the EOC Director, Command Staff, Command Support, and the four Functional Sections.

3.3.1 EOC Director

The EOC Director has overall authority and responsibility for the activities of the EOC. This function is filled by the CAO (*or designate*).

In the event of an emergency, the EOC Director sets out priorities and objectives for each operational period, in collaboration with other members of the MECG, and ensures they are carried out.

Tactical response is coordinated by the Incident Commander (“IC”) at the site. The EOC Director:

- Determines the scope of the EOC-level response, in collaboration with the Liaison Officer, including:
 - The length of each operational period,
 - The geographical boundaries of the emergency area
 - Required EOC positions
 - Need for extraordinary resources / outside assistance
- Confirms the adequacy of expenditure limits identified in the purchasing by-law and authorizes extraordinary expenditure of municipal funds as required
- Establishes procedures to be taken for the safety or evacuation of persons in an emergency area, in collaboration with the Operations Section and in partnership with other agencies as needed
- Reviews and approves emergency information releases prepared by the EIO
- Determines whether a declaration or termination of an emergency is required
- Communicates with and advises the Policy Group, through the Clerk
- Authorizes demobilization measures, as required
- Ensures post-incident activities are completed

3.3.2 Command Staff

3.3.2.1 Liaison Officer

The Liaison Officer function is filled by a CEMC. They are the first point of contact during an emergency, and are responsible for:

- Communication between the EOC and: the site, Regional police, Regional paramedics, neighboring Municipal and Regional CEMCs / EOCs, EMO, other Provincial and Federal bodies, and other Response Support Organizations
- Providing input on strategic decisions and advising the other members of the MECG
- Supervise and coordinate EOC setup and activation
- Monitor incident status and external incident-related developments (eg: the weather)
- Facilitating a debriefing with the EOC personnel and other appropriate organizations
- Preparing an After Action Report (“AAR”) on the emergency.

3.3.2.2 Emergency Information Officer

The Emergency Information Officer (“EIO”) function is filled by the Director of Corporate Communications (*or designate*). They are the interface between the MECG and the public and media, as well as other municipal staff. The EIO is responsible for:

- Establishing internal and external communications strategies
- Gather and maintain accurate information on the situation by monitoring media and information sources, and liaising with the appropriate personnel
- Establishing and maintaining media contacts
- Preparing news releases and public information materials and messaging in accessible formats as required by provincial legislation
- Coordinating interviews, news conferences, and / or media briefings

- Ensuring the spokesperson, the EOC Director, and other incident responders (as required) are fully briefed on the situation prior to media interviews and news conference
- Coordinating with any other EIOs involved in the response

3.3.2.3 Health and Safety Officer

The Health and Safety Officer function is filled by the Director of Human Resources (*or designate*). They are responsible for:

- Monitoring and recommending modifications to safety conditions in the EOC
- Advising the MCEG on matters related to occupational health and safety of EOC personnel
- Liaising with and advising the site Health and Safety Officer regarding safety issues for site personnel, as required
- Coordinating safety efforts if more than one response organization is involved in the incident
- Ensuring that the required Personal Protective Equipment (“PPE”) is worn
- Contributing to the safety portion of the EOC Incident Action Plan (“IAP”) as needed

The Health and Safety Officer has the authority to change, suspend or stop any activities that are deemed hazardous in order to protect the health and safety of incident responders.

3.3.3 Command Support

3.3.3.1 City Clerk

The City Clerk acts as the liaison between the EOC Director and Council, represented by the Policy Group. Their responsibilities include:

- Ensuring all members of Council are advised of a declaration and termination of the emergency
- Assisting the Mayor with a declaration or termination the emergency, as required
- As requested by the EOC Director, arranging meetings with the Policy Group, advising the members of the Policy Group on the meeting date, time and location, and taking minutes
- Making arrangements to print and distribute any emergency-related documents to the Policy Group, as requested by the EOC Director

3.3.3.2 Legal

A City Solicitor / Prosecutor will advise the MCEG on matters of a legal nature, as requested, and in particular with respect to any right of action under Section 12 of the EMCPA¹⁸. They are also responsible for ensuring that necessary evidence asserting any such action is preserved. If the emergency impacts other jurisdictions (adjacent municipalities, counties, etc.), the Associate City Solicitor / Prosecutor will coordinate on legal issues with the appropriate Solicitor(s) of affected areas.

3.3.3.3 Information Management and Technology Services (“IMTS”)

The Director of IMTS (*or designate*) will advise the MCEG on matters of Information Technology (“IT”) and provide all IT and communication technology services to the City EOC, as required. They will ensure that an IT technician as well as a GIS specialist is available 24/7 to assist the EOC.

¹⁸ Section 12 outlines the City’s right to take legal action against any person who caused an emergency, in order to recover money expended or cost incurred in the implementation of the Plan or in connection with that emergency.

3.3.3.4 Scribe

The Scribe provides administrative support to the EOC Director and is responsible for keeping a record of decisions made and actions taken by the MECG throughout the emergency response.

3.3.4 Functional Sections

3.3.4.1 Operations

The Operations Section, headed by the Commissioner for Community Services (*or designate*), is responsible for carrying out response activities in support of the site by implementing the EOC IAP, and ensuring that operational objectives are carried out effectively.

- Support the development of the EOC IAP
- Establish and maintain a communication link with the Incident Commander at the site
- Advise the EOC Director, as required, on strategies and tactics to achieve operational objectives, including developing an evacuation strategy (see Section 4.4)
- Maintain an agenda of ongoing issues, actions, and solutions throughout the incident
- Coordinate within the Operations Section in the EOC and between the site and the EOC
- Establish and maintain a communications link with neighboring Municipal and / or Regional Operations Sections
- Coordinate with the Logistics function to manage the operation of all resources assigned to the incident
- Communicate updates on the situation to the EOC Director and the MECG, through periodic briefings and reports, as required or requested

In the IMS structure, they are “doers”.

3.3.4.2 Planning

The Planning Section, headed by the Commissioner for Integrated Planning and Public Works (*or designate*), is responsible for establishing and maintaining situational awareness, and for anticipating the long-range planning needs of the EOC.

- Collect, collate, evaluate, analyze and disseminate incident information
- Produce and share a written version of the EOC IAP for each operational period, in collaboration with other Sections
- Conduct long-range and / or contingency planning, including assessing long-term implications
- Establish special information collection activities as necessary, and determine need for specialized technicians or skills
- Maintain all EOC documentation and records
- Initiate recovery planning

In the IMS structure, they are the “preparers”.

3.3.4.3 Logistics

The Logistics Section, headed by the Director of Fleet and Procurement (*or designate*), is responsible for ordering, receiving, setting up, maintaining, demobilizing and storing / housing requested resources, and for ensuring these resources are allocated according to priorities and direction. Resources include personnel, facilities, equipment, supplies, and food and lodging, as well as telecommunications and IT

equipment and support. The Logistics Section is also responsible for arranging the transportation of personnel, evacuees, and goods.

In the IMS structure, they are the “getters”.

3.3.4.4 Finance and Administration

The Finance and Administration Section, headed by the Chief Financial Officer (“CFO”) (*or designate*), is responsible for managing incident-specific finance and administration activities including cost tracking, time tracking, claims processing, procurement, and providing admin support. This section also monitors expenditures throughout response and recovery, develops contracts and service agreements, and determines whether financial support is available. The Finance and Administration Section is responsible for liaising with Command Staff, other Functional Sections, and third parties as required to fulfil these activities.

In the IMS structure, they are the “payers”.

4 Requests for Assistance

In the event of an emergency, the City may require assistance from other levels of government or external partner agencies with specialized knowledge or expertise. These agencies may be requested to attend the site and / or the EOC to provide assistance, or to share information and advice with the MECG through the Liaison Officer.

4.1 Relationship with the Region of Waterloo

At the Regional level, the Regional Emergency Control Group (“RECG”) is responsible for providing overall policy and strategic direction during a Regional incident. The MECG remains in the City of Waterloo to manage local consequences of the emergency, while the RECG ensures a controlled and coordinated response by Regional services and community agencies.

The Regional CAO will call meetings with the Municipal CAOs during the emergency response, if and when required. The Regional Liaison Officer (“Regional CEMC”) will help coordinate this.

In the event of an emergency and if the RECG has not yet convened, the City may request that the following Regional representatives report to the City of Waterloo EOC or other designated location to attend the MECG:

- 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

If the RECG is convened, these individuals may no longer be available to support the MECG, as they are required to attend the RECG.

The MECG 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.

On request through the Region, several volunteer based organizations such as the Canadian Red Cross (“CRC”) and St. John Ambulance (“SJA”) may provide resources as per Regional cost recovery processes and / or service agreement(s) with partners.

4.2 Requesting Provincial Assistance

Requests for provincial assistance, which are outside of the normal departmental or service working agreements, are made to EMO through the Provincial Emergency Operations Centre (“PEOC”). Any municipality that requires help to respond to an emergency can call the PEOC at 416-314-0472 or 1-866-314-0472 at any time to request provincial assistance¹⁹.

4.3 Requesting Federal Assistance

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

4.4 Response Support Organizations

In this Plan, Response Support Organizations refer to government and non-government third parties who are deemed necessary by the MECG to support the emergency response. These may include, but are not limited to, Provincial and Federal Ministries, law enforcement, emergency medical services, public transit operators, railway operators, utility operators, school boards, and non-profits.

When requested by the MECG, Response Organizations and support agencies deemed necessary to the response may work in support of the EOC and site. Response Support Organization representatives may be invited to attend the EOC or site meetings as required.

4.5 Evacuations

As required by the EMCPA, this section specifies the procedures to be taken for the safety or evacuation of persons in an emergency area²⁰.

4.5.1 Municipal Evacuation Notices

The EMCPA does not provide municipalities with the authority to issue mandatory evacuation orders. However, municipalities are not prohibited from issuing evacuation notices to residents who are at risk of injury or death due to a potential or ongoing emergency. Any such notice will be sent to affected residents through the [Alert Waterloo Region](#) system. The MECG will, as required, issue municipal evacuation notices to residents of the City. The Operations Section is responsible for developing an evacuation strategy.

The City may identify a need to declare a provincial emergency and for emergency orders to be made to support their response efforts (for example, to support a mandatory evacuation)²¹. The MECG should communicate this need to the PEOC, who will work with other ministries to notify the Lieutenant Governor in Council.

¹⁹ The Ontario municipal councillor’s guide, Chapter 12. Emergency management and disaster financial assistance

²⁰ EMCPA, s. 9(b)

²¹ Provincial Emergency Response Plan 2019, p. 62, s. 6.6.3.2

4.5.2 Provincial Evacuation Orders

If the Lieutenant Governor in Council or the Premier of Ontario has declared that a provincial emergency exists throughout Ontario or in any part of Ontario, including the City of Waterloo, the Lieutenant Governor in Council may issue an emergency order to evacuate individuals and animals, and remove personal property from any specified area, as well as make arrangements for the adequate care and protection of individuals and property²². In these instances, the City may exercise municipal power, under the direction and control of the Premier, to enforce the mandatory evacuation orders issued under the provincially declared emergency²³.

4.5.3 Safety of Evacuated Persons

The City may independently open municipal facilities to provide a safe space for residents needing information, to charge phones, or gather in the event of an extended power outage or severe weather where Emergency Social Services (“ESS”) may not be required.

In the event ESS is required, the MECG will coordinate with the Region of Waterloo to ensure the safety of evacuated persons within an emergency area and to provide required services. As outlined in the Region’s ESS Plan (“ESSP”), a CEMC will collaborate with the Regional CEMC on decisions including, hoteling, commercial accommodations, reception center activation and location and level of door-to-door service required.

In the event that 25 people or less require ESS, the MECG may contact through the CEMC the CRC under the First Responder Protocol (“FRP”) by connecting with Kitchener Fire Dispatch. If over 25 people require ESS, the MECG through the CEMC will contact the Regional CEMC to ensure that the CRC is notified to respond and assess ESS needs. Other agencies capable of providing temporary shelter to evacuees may also be notified.

5 Implementation

The ERP can be implemented as soon as an emergency occurs, or is expected to occur. An official declaration of an “emergency” does not have to be made for this Plan to be implemented to protect the lives, property, and the environment of the City’s residents and visitors.

Implementation authorizes City of Waterloo employees to take such actions as necessary and in accordance with the Plan to protect the lives and property of the inhabitants of the City.

5.1 City of Waterloo EOC Contact List

In the event of an emergency, the [Alert Waterloo Region](#) system will be used to notify the following individuals, or their alternates if they are unavailable. The same system will be used, as required, to notify local residents.

- Mayor or Alternate (HOC)
- Chief Administrative Officer
- IMS Command Support
 - Community Emergency Management Coordinator

²² EMCPA, s. 7.0.2(4)

²³ EMCPA, s. 7.0.3

- Emergency Information Officer
- Director of Human Resources
- City Clerk
- Director Legal Services / City Solicitor
- Director of IMTS
- Administrative support (Scribes)
- Functional Section Chiefs
 - Commissioner of Community Services (Deputy CAO)
 - Commissioner of Integrated Planning and Public Works
 - Director of Fleet and Procurement Services
 - Commissioner of Corporate Services (CFO and Treasurer)

5.2 City of Waterloo EOC Activation

Any of the members of the MECG, or their alternates, included in the EOC Contact List has the authority to implement the City's ERP, and to activate the EOC, when they:

- Receive an initial warning or notification of a potential emergency;
- Are the first arrive at the scene of an emergency;
- Otherwise determine that the activation of the EOC is required; or
- A local or provincial emergency has been declared.

A CEMC must be present for EOC activation, as they carry the keys to the EOC facility.

There is a primary and a secondary location designated as the EOC. If the Plan is implemented for a declared or undeclared emergency, EOC personnel (the MECG and Support Group, as outlined in Section 3.3) will be notified to assemble at one of the designated locations. The Region of Waterloo CEMC shall also be notified when the City EOC is activated.

In the event that the activation of the EOC in person and on site is not possible, a virtual EOC will be activated. The MECG and Support Group will be notified through the [Alert Waterloo Region](#) system, and will respond in a virtual setting on the Microsoft (MS) Teams platform.

Details on the response levels, staffing requirements, EOC facilities and procedures can be found in the Emergency Operations Center Overview & Standard Operating Guidelines in the Binder.

5.3 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 MECG notified MECG monitors Notification of CEMCs 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)	MECG notified and on standby , key members of MECG may convene Notification of all CEMCs in Waterloo Region RECG 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)	MECG convened . Notification of all CEMCs in Waterloo Region RECG 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)	RECG 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 <ul style="list-style-type: none"> • Impact more than one Local Municipality; or • Is contained within one Municipality but has major Region wide impact; or • Impacts Regional services / facilities

6 Declaration and Termination of an Emergency

6.1 Declaration of an Emergency

A state of emergency in the City or any part thereof may be declared if the health, safety and welfare of residents and visitors are threatened, and special actions or outside assistance may be required. A list of considerations for declaring an emergency, aligned with the Regional checklist, is included in the Binder.

The Mayor or designate of the City, as HOC, is responsible for declaring that a Municipal emergency exists within the boundaries of City²⁴. This decision is made in consultation with the MECG, who are responsible for ensuring that all personnel and Response Support Organizations concerned are advised of the declaration of the emergency.

In order to declare an emergency, the HOC will fill out and sign the Declaration of Emergency template in the Binder, as prepared by the City Clerk, and send to the Provincial Emergency Operations Centre (fax: 416-314-0474).

Upon such declaration, the HOC notifies:

- The Solicitor General²⁵;
- The Regional Chair;
- The Treasury Board Secretariat, through the PEOC;
- Council.

Local provincial and federal representatives, local media, and the public may also be notified through the Emergency Information Officer and CEMC.

Once an emergency is declared, the HOC has the authority to take such actions or make such orders as they consider necessary and are not contrary to law to implement the Plan and to protect property and the health, safety and welfare of the inhabitants of the emergency area. Officers of the Waterloo Regional Police Service and Municipal Law Enforcement Officers may enforce any such orders.

6.2 Termination of an Emergency

When the MECG determines that there is no longer a threat to the health, safety and welfare of residents and visitors of the City, the EOC Director may recommend that the declaration of emergency is terminated. The HOC and / or Council may terminate an emergency and are responsible for making an official termination of declared emergency in writing²⁶. The Premier of Ontario may also terminate an emergency at any time²⁷.

In order to terminate an emergency, the HOC and / or Council will fill out and sign the Termination of Emergency template in the Binder as prepared by the City Clerk and send to the Provincial Emergency Operations Centre (fax: 416-314-0474).

The EOC Director is responsible for ensuring that all personnel are advised of the termination of the emergency. The HOC is responsible for notifying the parties listed above.

²⁴ EMCPA, s. 4(1)

²⁵ EMCPA, s. 4(3)

²⁶ EMCPA, s. 4(2)

²⁷ EMCPA, s. 4(4)

7 Post-Incident Activities

7.1 Demobilization

Developing plans for demobilization of EOC personnel and resources is the responsibility of the Planning Section. Once the emergency situation has stabilized and a coordinated response by the MECG is no longer required, the EOC Director may begin to return or demobilize some resources.

Demobilization does not result in the suspension of response activities, but indicates that these activities can be managed through the City's regular business units going forward.

7.2 Recovery

Strategies to recover from an emergency may be initiated while the incident is still ongoing, as well as after it has been resolved. Actions towards recovery may include restoration of utilities, services, and other infrastructure, as well as long-term debris management, inspection services, redevelopment, facility reconstruction, and psychosocial support.

7.3 Incident Debriefing

An incident debriefing is a meeting or series of meetings of key representatives from responding organizations, organized by a CEMC, to formally discuss issues of mutual interest pertaining to the emergency, and review lessons learned.

Incident debriefing is a critical component of an EOC operation. It offers a chance for all parties to collect, collate, and clarify their experiences during the emergency, especially as it pertains to actions, decisions and adherence to established plans.

An incident debriefing is not an enquiry, and its purpose is not to highlight personal faults. No individuals, or their judgement or decisions should be called into question during these sessions, and all persons are assumed to have responded in the best interests of their organizations and the community. The goal is to determine how well or how poorly the Plan worked.

The following topics should be addressed during the incident debriefing:

- What worked well?
- What are some opportunities for improvement?
- What gaps or missing pieces exist in the Plan or response?

7.4 After Action Report

A CEMC will complete a formal After Action Report ("AAR"), in coordination with members of the MECG and, if required, other organizations and agencies. This report will capture all aspects of the emergency that were under the EOC's control, as it relates to the events of the emergency, the operational impacts, concerns and issues, associated costs, and recommendations and findings from the incident debriefing(s). The AAR will serve as an input for future review and revisions of the ERP and related plans and procedures.

7.5 Compensation for Losses

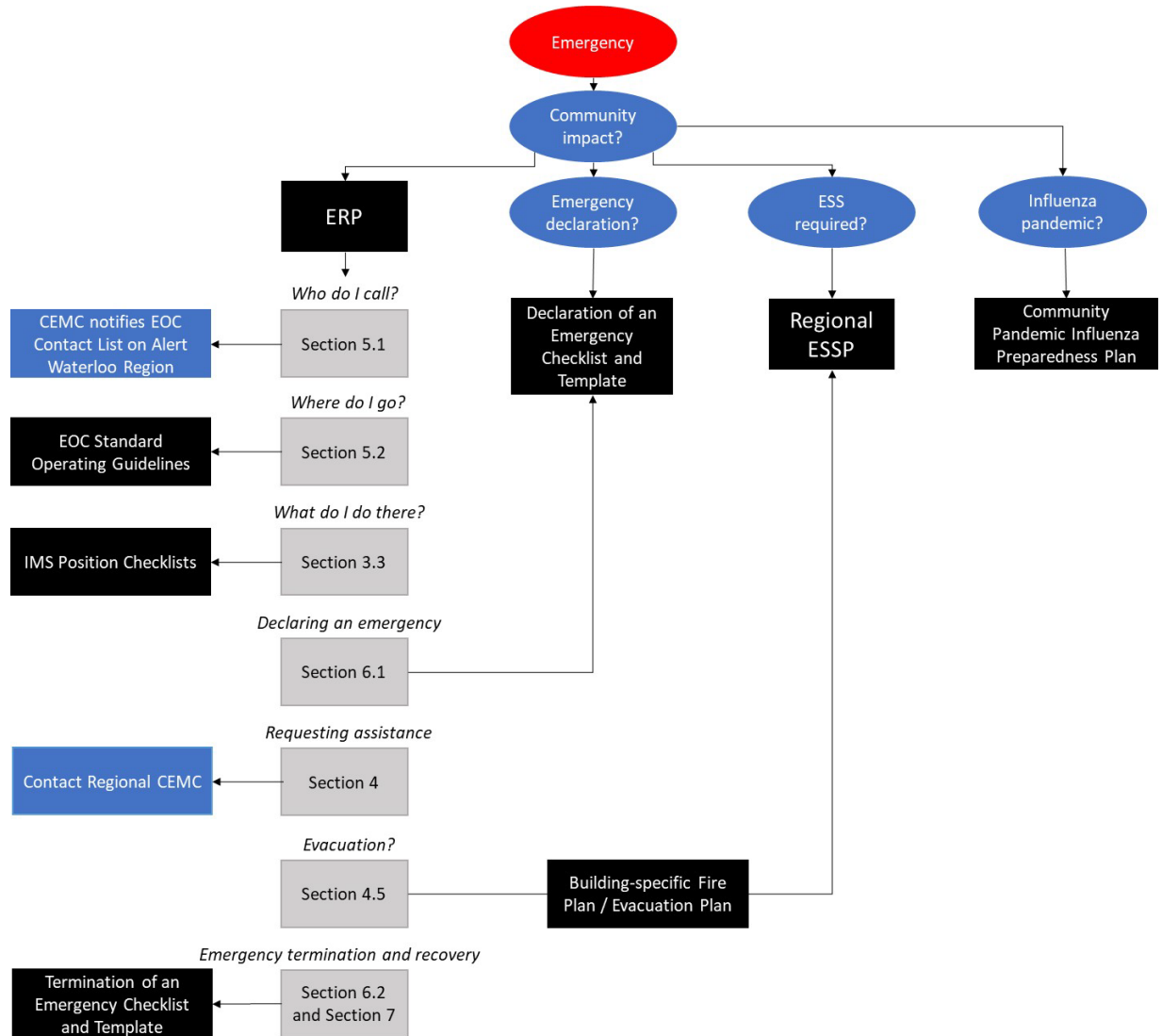
The [Municipal Disaster Recovery Assistance](#) (“MDRA”) program will help municipalities address extraordinary emergency response costs and damage to essential property or infrastructure like bridges, roads and public buildings, as a result of a natural disaster.

The [Disaster Recovery Assistance for Ontarians](#) (“DRAO”) program provides assistance to individuals, small businesses, farmers and not-for-profit organizations that 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](#).

8 Supporting Documents

This section outlines the other documents and plans that support emergency response and recovery in the City. Unless otherwise indicated, copies of these documents are found in the Binder.



8.1 EOC Standard Operating Guidelines

This document outlines the procedures involved in activation and operation of the EOC facility.

8.2 IMS Guidelines

The Binder includes copies of the IMS Guidance Version 2.0, IMS Position Responsibility Checklists, and an IMS Forms Package.

These documents include details on guiding principles, managing information and resources, and roles and responsibilities for functions within the IMS. The checklists are designed to enable the MECG and Support Group teams to fulfil their key responsibilities as EOC personnel.

8.3 Declaration and Termination of an Emergency Checklist(s) and Template(s)

These checklists is a reference tool designed for the HOC, outlining the criteria to consider when determining whether a situation, actual or anticipated, warrants the declaration of an emergency. A copy can be found in the Binder, along with templates of the document to fax to PEOC.

8.4 Regional Emergency Social Services Plan

The aim of the Regional ESSP is to guide the Region's coordinated response, in partnership with local municipalities and community partners, to provide primary and specialized services to meet the essential needs of vulnerable people impacted by an emergency. As defined by the ESSP, ESS includes 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.

8.5 Community Pandemic Influenza Preparedness Plan

This document describes how the Region of Waterloo Public Health, in collaboration with community stakeholders, will respond to an influenza pandemic.

9 Acronyms and Abbreviations

Acronym & Abbreviations	Description
AAR	After Action Report
CAO	Chief Administrative Officer
CEMC	Community Emergency Management Coordinator
CFO	Chief Financial Officer
CRC	Canadian Red Cross
CSD	Commissioner of Community Services
DRAO	Disaster Recovery Assistance for Ontarians
EIO	Emergency Information Officer
EMCPA	Emergency Management and Civil Protection Act
EMO	Emergency Management Ontario
EMPC	Emergency Management Program Committee
EOC	Emergency Operations Centre
ERP	Emergency Response Plan
ESS	Emergency Social Services
ESSP	Emergency Social Services Plan
FRP	First Response Protocol
HOC	Head of Council
IAP	Incident Action Plan
IC	Incident Commander
IMS	Incident Management System
MDRA	Municipal Disaster Recovery Assistance
MECG	Municipal Emergency Control Group
MOU	Memorandum of Understanding
PEOC	Provincial Emergency Operations Centre
PPE	Personal Protective Equipment
RECG	Regional Emergency Control Group
SJA	St. John Ambulance
WRPS	Waterloo Regional Police Service