

# City of Kawartha Lakes Emergency Management Program

## City Emergency Plan

### **Introduction**

### **Definition**

Emergencies are defined as situations or the threat of impending situations abnormally affecting the property and the health, safety and welfare of the community, which by their nature or magnitude exceed the normal capacity of the responding agency or requires a coordinated response by a number of agencies under the direction of the Emergency Control Group (ECG). These situations are distinct from the normal, day-to-day operations carried out by the first response agencies (e.g. Fire, Police or Public Works Departments).

In an emergency, it can be expected that the City of Kawartha Lakes Fire Service will assume a role of significant influence. In those emergencies where the Kawartha Lakes Fire Service assumes initial control, the lead agency will be the Fire Service. Earliest possible control needs to be established to minimize crowd convergence and to maintain order at the site so that emergency operations are not impeded and so that additional casualties are prevented.

### **Legislation**

The Emergency Management Act, R.S.O. 1990, Chapter E.9 as amended, provides the legislative authority for the passing of the by-law formulating an Emergency Management Plan, which will govern the provision of necessary services in the event of an emergency. The Municipal Act, RSO 1990 as amended, provides under Section 102 the ability for a City to pass by-laws for the health, safety, morality and welfare of the inhabitants of the City.

## Authority

The Emergency Management Act states in Section 4(1) that a “Head of Council may declare that an emergency exists in the municipality or in any part thereof and may take such action and make such orders as (s)he considers necessary and are not contrary to law to implement the Emergency Management program and to protect the property and the health, safety and welfare of the inhabitants of the emergency area.” The City may request assistance from the Province of Ontario at any time, without loss of control or authority.

This Plan also prescribes procedures by which City employees and other persons will respond to an emergency. Important measures enabled under the legislation and which form part of this Plan are:

- a) Expenditure of monies associated with the formulation and implementation of the Emergency Management Program;
- b) Authorization for employees to take appropriate action before formal declaration of an emergency;
- c) Formulation of procedures to be taken for safety and/or evacuation of persons in an emergency area;
- d) Designation of other members of Council who may exercise powers and perform the duties of the Mayor under the Emergency Plan during the absence of the Mayor or upon his or her inability to act as Mayor;
- e) Establishment of committees and designation of employees to be responsible for reviewing the Emergency Plan, training employees in their functions and implementing the Emergency Plan during an emergency;
- f) Obtaining and distributing materials, equipment and supplies during an emergency; and
- g) Such other matters as are considered necessary or advisable for the implementation of the Emergency Plan during an actual emergency.

## **Aim**

The aim of this Plan is to make provisions for the extraordinary arrangements and measures that may have to be taken to safeguard properties and the health, safety and welfare of the inhabitants of the City of Kawartha Lakes.

## **Declaration of emergency**

4.(1): The head of council of a municipality may declare that an emergency exists in the municipality or in any part thereof and may take such action and make such orders as he or she considers necessary and are not contrary to law to implement the emergency plan of the municipality and to protect property and the health, safety and welfare of the inhabitants of the emergency area. R.S.O. 1990, c. E.9, s. 4 (1).

## **Declaration as to termination of emergency**

(2): The head of council or the council of a municipality may at any time declare that an emergency has terminated. R.S.O. 1990, c. E.9, s. 4 (2).

## **Solicitor General to be notified**

(3): The head of council shall ensure that the Solicitor General is notified forthwith of a declaration made under subsection (1) or (2). R.S.O. 1990, c. E.9, s. 4 (3).

## **Premier may declare emergency terminated**

(4): The Premier of Ontario may at any time declare that an emergency has terminated. R.S.O. 1990, c. E.9, s. 4 (4).

## **Hazard and risk assessment and infrastructure identification**

(2): In developing an emergency management program, every minister of the Crown and every designated agency, board, commission and other branch of government shall identify and assess the various hazards and risks to public safety that could give rise to emergencies and identify the facilities and other elements of the infrastructure for which the minister or agency, board, commission or branch is responsible that are at risk of being affected by emergencies. 2002, c. 14, s. 7.

# **Emergency Control Group**

## **Composition**

Emergency operations will be directed and controlled by officials listed here, who will assemble for this purpose at the Emergency Operations centre.

The Emergency Control Group (ECG) will be composed of:

- a) Mayor or alternate
- b) Chief Administrative Officer or alternate
- c) Emergency Planning Co-ordinator or CEMC
- d) Fire Chief or alternate
- e) OPP Detachment Commander or alternate
- f) CKL Police Chief or alternate
- g) Director of Engineering and Public Works or alternate
- h) Director of Community Services or alternate
- i) Health & Social Services Director or alternate
- j) Medical Officer of Health or alternate
- k) Public Information Officer
- l) Any other person deemed necessary by the ECG

## **Emergency Operations Centre**

The Emergency Control Group (ECG) will report to the Emergency Operations Centre (EOC) the location of which is attached as Appendix "O".

## **Support Groups**

A support group may be formed if required from among members of public and private agencies having specialized knowledge or advice to give.

- a) Manager of Ambulance or Alternate
- b) Administrative Assistant (Clerks Office)
- c) Chief Building Official
- d) Director of Human Resources
- e) Director of Planning
- f) City By-Law Officers
- g) Hydro One, Manager
- h) Enbridge Consumers Gas, Manager
- i) Canadian Red Cross Society
- j) Bell Canada, Manager
- k) Salvation Army
- l) Emergency Measures Ontario, Co-ordinator
- m) Coroner
- n) Agricultural Support Team
- o) Any other official, expert or representative deemed necessary by the Mayor and the Emergency Control Group

## **Action Prior to Declaration**

This plan will be implemented as soon as an emergency occurs or is expected to occur, which is considered to be of such magnitude as to warrant its implementation. This decision shall be made by a member of the ECG who receives the initial warning and/or arrives first at the scene of the emergency. When an emergency exists but has not yet been declared to exist, City employees may take such action(s) under this emergency plan as may be required to protect lives and property in the City of Kawartha Lakes.

## **Declaration of a City Emergency**

The Mayor or alternate of the City of Kawartha Lakes, as the Head of Council, is responsible for declaring that a City emergency exists. This decision is usually made in consultation with other members of the Emergency Control Group. Upon such declaration, the Mayor will notify:

- a) The Solicitor General of Ontario;
- b) The City Council, as required;
- c) Neighbouring municipal officials, as required.

A City emergency may be declared terminated at any time by:

- a) The Mayor or alternate
- b) The City Council
- c) The Premier of Ontario

Upon termination of a City emergency, the Mayor will notify:

- a) The Solicitor General of Ontario;
- b) The City Council, as required;
- c) Neighbouring municipal officials, as required.

## **Implementation and Procedure**

The decision to implement this plan shall be made in accordance with the criteria set out in the method of declaring an emergency. Notification of this decision will be made to the on-call Deputy Fire Chief with instructions that the Emergency Alerting System for the City of Kawartha Lakes be implemented.

## **Notification of Emergency Control Group**

Members of the ECG will be notified in accordance with the procedures outlined in Appendix "A". If the telephone system is inoperable, all members will automatically report to the EOC to assess the situation and determine the degree of involvement

required by the City to handle the emergency. Where a threat of an impending emergency exists, the ECG will be placed on standby.

## **Emergency Control Group Responsibilities**

The role of the ECG is that of long term contingency planning, policy making and, most importantly, support for the emergency site team.

The ECG may be required to consider some or all of the following actions or decisions:

- a) Call-out and mobilize City emergency services and equipment.
- b) Co-ordinate and direct City services and ensure that any actions necessary for the mitigation of the effects of the emergency are taken.
- c) Determine if the location and composition of the ECG are appropriate.
- d) Ensure that an Emergency Site Co-ordinator is appointed, if required.
- e) Assist with the evacuation of inhabitants considered to be in danger.
- f) Discontinue utilities or services provided by public or private concerns; i.e. hydro, water, gas, close down a shopping plaza.
- g) Arrange for services and equipment from local agencies not under City control; i.e. private contractors, volunteer agencies, service clubs.
- h) Notify, request assistance from and/or liaison with various levels of government and any public or private agencies not under City control, as considered necessary.
- i) Determine if additional volunteers are required and if appeals for volunteers are warranted.
- j) Determine if additional transport is required for evacuation or transport of persons or supplies.
- k) Ensure that pertinent information regarding the emergency is promptly assembled, for dissemination to the media and public.
- l) Determine the need to establish advisory groups and/or sub-committees.

- m) Authorize expenditure of money to deal with the emergency.
- n) Notify the service, agency or group under City direction of the termination of the emergency.
- o) Maintain a log outlining decisions made and action taken, and prepare a summary of the log within one week of the termination of the emergency.
- p) Participate in the debriefing following the emergency.

## **Individual Responsibilities of Control Group Members**

The responsibilities of the Emergency Control Group as a whole have been outlined above. This section presents the specific responsibilities of the individual members of the group. They are as follows:

### **Mayor or Alternate**

The Mayor or alternate may be required to perform any or all of the following responsibilities:

- a) Declare an emergency to exist;
- b) Implementation of this plan;
- c) Ensure that the Solicitor General of Ontario has been notified of the declaration of an emergency. The Solicitor General can be reached via OPP General Headquarters in Orillia. Information is to be left with the Duty Officer, who will assume responsibility for notifying the appropriate ministries. The Premier of Ontario can also declare a state of emergency.
- d) Ensure that neighbouring municipal officials (as required) and the public have been notified of an emergency.
- e) Ensure the members of Council are advised of the declaration and termination of an emergency, and are kept informed of the emergency situation;
- f) Request assistance from senior levels of government, when required;
- g) Determine priorities, make decisions and issue operational direction through the members of the ECG;

- h) Act as Official Spokesperson for the City of Kawartha Lakes at formal pre-scheduled press conferences. In addition, the Mayor may be called upon to perform the following public information duties:
  - i. Broadcast the official declaration of a state of emergency and any orders or instructions to the public
  - ii. On the advice of the EOC Co-ordinator and/or the Emergency Public Information Director, issue public statements on major developments in the progress of the emergency, and respond to questions from the media at that time
  - iii. Directly or through the media, give messages of comfort to the victims, their families and general public
  - iv. Keep Council informed and updated on the progress of emergency operations
- i) Appoint a Public Information Officer;
- j) Terminate the City emergency response at the appropriate time;
- k) Make sure the Chief Administrative Officer is notified of the emergency being terminated.

## **Chief Administrative Officer or Alternate**

Upon learning of a declared emergency within the City, the Chief Administrative Officer or alternate shall report to the EOC to sit as a member of the ECG. He will perform the duties and responsibilities of an "Operations Officer" and as such will:

- a) Organize and supervise the EOC and, in particular, make arrangement for obtaining and displaying up-to-date information at all times;
- b) Record decisions and actions during the emergency;
- c) Arrange and co-ordinate communications systems;
- d) Advise the Mayor on administrative matters;

- e) Schedule regular meetings of the ECG during the course of the emergency, as necessary;
- f) Be responsible for media arrangements and assist in the preparation and issue of press and public announcements;
- g) Ensure that the EOC is equipped and staffed to handle public inquiries;
- h) Call out additional City staff to provide assistance, as required; and
- i) Once the emergency has been terminated, ensure that all concerned have been notified.

## **City Emergency Planning Co-ordinator or CEMC**

Upon learning of a declared emergency within the City, the Emergency Planning Co-ordinator/CEMC or alternate shall report to the EOC to sit as a member of the ECG, and may be required to perform any or all of the following functions:

- a) Activate and arrange the Emergency Operations Centre;
- b) Ensure security is in place for the EOC and registration of the ECG members;
- c) Ensure all members of the ECG have necessary plans, resources, supplies, maps and equipment;
- d) Provide advice and clarifications about the implementation details on the City Emergency Plan;
- e) Provide advice to the Mayor and the ECG on matters of emergency planning in general
- f) Chair meetings of the Emergency Control Group
- g) Ensure liaison with community support agencies
- h) Ensure that the operating cycle is met by the ECG and related documentation is maintained and kept for future reference;
- i) Address any action items that may result from the activation of the Emergency Plan and keep the ECG informed of implementation needs;

- j) Maintain a log during the emergency; and
- k) Prepare the final report on the Emergency.

## **Fire Chief or Alternate**

Upon learning of a declared emergency within the City, the Fire Chief or alternate shall report to the EOC to sit as a member of the ECG, and may be required to perform any or all of the following functions:

- a) Provide the Mayor or alternate and the ECG with information and advice on firefighting matters;
- b) Trigger multiple alarm arrangements for the provision of additional firefighting manpower and equipment, if needed;
- c) Establish an ongoing communications link with the senior fire official at the scene of the emergency;
- d) Determine if additional or special equipment is needed and recommend possible sources of supply, e.g. self-contained breathing apparatus, protective clothing, etc.;
- e) Provide assistance to other City departments and agencies and be prepared to take charge of, or contribute to, non-fire fighting operations if necessary, e.g. rescue, first aid, casualty collection, evacuation, etc.;
- f) Establish a command post with communications to the EOC.; and
- g) Provide an Emergency Site Co-ordinator, if required.

## **OPP Detachment Commander or Alternate**

Upon learning of a declared emergency within the City in their area of jurisdiction, the Detachment Commander or alternate shall report to the EOC to sit as a member of the ECG, and may be required to perform any or all of the following functions:

- a) Provide the Mayor or alternate and the ECG with advice on law enforcement matters;
- b) Notify necessary emergency and city services, as required;

- c) Establish an ongoing communications link with the senior police official at the scene of the emergency;
- d) Seal off the area of concern;
- e) Control and, if necessary, disperse crowds within the emergency area;
- f) Control the movement of emergency vehicles to and from the site of the emergency;
- g) Co-ordinate police operations with other City departments and arrange for additional supplies and equipment when needed, e.g. barriers and flashers, etc.
- h) Assist Fire personnel with the evacuation of buildings and areas when ordered by Head of Council;
- i) Arrange for maintenance of law and order in temporary facilities such as evacuation centres;
- j) Protect property in the emergency area;
- k) Arrange for additional police assistance and liaise with other municipal, provincial and federal police agencies, if required;
- l) Advise the coroner of fatalities and perform whatever additional responsibilities may be necessary under the Coroner's Act; and
- m) Provide an Emergency Site Co-ordinator, if required.

## **City of Kawartha Lakes Police Chief or Alternate**

Upon learning of a declared emergency within the City in their area of jurisdiction, the Lindsay Police Chief or alternate shall report to the EOC to sit as a member of the ECG, and may be required to perform any or all of the following functions:

- a) Provide the Mayor or alternate and the ECG with advice on law enforcement matters;
- b) Notify necessary emergency and city services, as required;

- c) Establish an ongoing communications link with the senior police official at the scene of the emergency;
- d) Seal off the area of concern;
- e) Control and, if necessary, disperse crowds within the emergency area;
- f) Control the movement of emergency vehicles to and from the site of the emergency;
- g) Co-ordinate police operations with other City departments and arrange for additional supplies and equipment when needed, e.g. barriers and flashers, etc.
- h) Assist Fire personnel with the evacuation of buildings and areas when ordered by Head of Council;
- i) Arrange for maintenance of law and order in temporary facilities such as evacuation centres;
- j) Protect property in the emergency area;
- k) Arrange for additional police assistance and liaise with other municipal, provincial and federal police agencies, if required;
- l) Advise the coroner of fatalities and perform whatever additional responsibilities may be necessary under the Coroner's Act; and
- m) Provide an Emergency Site Co-ordinator, if required.

## **Director of Public Works or Alternate**

Upon learning of a declared emergency within the City, the Director of Engineering and Public Works or alternate shall report to the EOC to sit as a member of the ECG, and may be required to perform any or all of the following functions:

- a) Provide the Mayor with information and advice on engineering matters;
- b) Maintain liaison with the public works officials;

- c) Maintain liaison with conservation and environmental agencies and be prepared to contribute to relief or preventative operations in terms of flood control and other environmental concerns;
- d) Maintain liaison with utility companies; e.g. hydro, gas, telephone, etc., and make recommendations for discontinuation of any utility; public or private, where necessary in the interest of public safety;
- e) Provide supplies and equipment and, if not otherwise available, make arrangements for sources of supply from neighbouring municipalities, private contractors, etc.;
- f) Make recommendations and demolish unsafe City structures if ordered by the Mayor or his alternate;
- g) Provide public works vehicles and equipment as required by any other emergency service;
- h) Provide an Emergency Site Co-ordinator, if required;
- i) Re-establish essential services during and at the conclusion of an emergency; and
- j) Co-ordinate post disaster cleanup.

## **Medical Officer of Health or Alternate**

Upon learning of a declared emergency within the City, the Medical Officer of Health or alternate shall report to the EOC to sit as a member of the ECG, and may be required to perform any or all of the following functions:

- a) Provide advice on public health matters to the Head of Council and the ECG;
- b) Arrange for dissemination of special instructions to the population on matters concerning public health;
- c) Arrange for mass immunization where needed;
- d) Arrange for testing of water supplies and, when warranted, make recommendations for arranging alternate supplies; and

- e) Liaise with other agencies and senior levels of government about health related matters.

## **Director of Community Services or Alternate**

- a) Assisting local areas, along with the Red Cross, to arrange for reception centres to provide accommodation and other emergency welfare services for people being evacuated or in need of assistance;
- b) Notifying the O.P.P. or CKL Police Service of the number and locations of the Emergency Reception Centres;
- c) Contacting and providing direction to volunteer agencies able to assist in welfare functions, such as Red Cross, Women's Institutes, etc.;
- d) Contact the Red Cross to establish a registration and inquiry system at reception centre(s) to deal with inquiries from concerned relatives and friends from within and outside the community;
- e) Arrange with the Red Cross emergency purchase of food and supplies that cannot be obtained in any other way;
- f) Liaise with responding agencies active at the emergency site (Police, fire and City Departments) via the Emergency Site Co-ordinator;
- g) Provide staff, materials, supplies and equipment for emergency purposes as requested;
- h) Assist the Emergency Site Co-ordinator as required; and
- i) Fulfil other duties as required.

## **Health and Social Services Director or Alternate**

Upon learning of a declared emergency within the City, the Health and Social Services Director or alternate shall report to the EOC to sit as a member of the ECG, and may be required to perform any or all of the following functions:

- a) Providing advice to the ECG on Ontario Works matters;

- b) Liaising with the Health Services representative on areas of mutual concern required during operations in evacuee centres;
- c) Liaising with public and private nursing care homes in the City, as required;
- d) Notifying senior levels of government on Ontario Works matters in the emergency;
- e) Notify the Ontario Ministry of Health, Emergency Health Services Branch of the emergency and request their assistance as required;
- f) Liaise with responding agencies active at the emergency site (Police, fire and City Departments) via the Emergency Site Co-ordinator;
- g) Provide staff and equipment to the Operations Officer under the direction of the Emergency Site Co-ordinator;
- h) Assess the need and extent of special emergency health service resources at the emergency site;
- i) Liaise with the Medical Officer of Health on matters of concern including disabled or convalescing citizens that may reside in an area to be evacuated and may require ambulance transportation;
- j) Ensure triage and treatment at the emergency site;
- k) Liaise with local hospitals for the efficient distribution of casualties;
- l) Provide the main radio and telephone communication link among health services;
- m) Assist with the organization and transportation of persons in health care facilities, Homes for the Aged, Nursing Homes, Charitable Homes, Retirement Homes and Rest Homes and to ensure that they are evacuated as required;
- n) Provide staff, materials, supplies and equipment for emergency purposes as requested;
- o) Assist the Emergency Site Co-ordinator as required; and
- p) Fulfil other duties as required.

## **Public Information Officer**

Upon learning of a declared emergency within the City, the Public Information Officer may be required to perform any or all of the following duties:

- a) Ensure that all information released to media and to the public is consistent and accurate;
- b) Liaise between the Mayor, the EOC Co-ordinator and the media;
- c) After consulting with the Emergency Site Co-ordinator establish and co-ordinate an on-site media information center at a location near the emergency scene;
- d) Communicate with the media about issues dealing with occurrences at the emergency scene and direct inquiries concerning policy questions to the EOC;
- e) Maintain regular communications with the Mayor and the EOC;
- f) When directed to and prior to speaking to the media ensure that the information is verified with the Mayor;
- g) Co-ordinate with the Police Service to redirect media to the On-Site Media Information Centre, arrange and co-ordinate, where appropriate, the media in photographic sessions at the emergency site; and
- h) Co-ordinate on-site interviews between the emergency services staff and the media.

## **Mass Casualties**

Arrangements for coping with mass casualties are made jointly by the hospitals and the Central Ambulance Communications Centre which serve the area. Such arrangements will normally have been worked out by these services beforehand to provide for the following activities:

- a) Bringing casualties to a central point for triage and, afterwards, arranging a balanced distribution of casualties to hospitals;
- b) Provision of first aid for minor casualties who would not require transportation to hospital; and

- c) Arrange for the provision of a temporary morgue for deceased persons until appropriate identification and transportation can be arranged.

## **Monitoring and Updating of City Plan**

In order to achieve effective emergency response it is essential to have an up-to-date list of procedures, resources and contact persons. Therefore, this plan will be reviewed on a yearly basis, on the anniversary of its adoption by Council. Once updated, any changes will be forwarded to persons or organizations authorized to have a copy of this plan. This plan is a confidential document and not for public distribution. Each copy of the plan will be numbered and distribution strictly controlled. The Fire Chief or his designate is responsible for establishing contact with volunteer organizations as well the monitoring, training, updating and exercising of this plan.