# City of Kingston

# Emergency Response Plan

Approved by the
Council of the Corporation of the City of Kingston
on June 26, 2018

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# 1.0 Introduction

The aim of this Plan is to strategically coordinate the support of responders and to make extraordinary arrangements and measures to safeguard property, the environment and the health, safety and welfare of the residents, businesses and visitors of the City of Kingston. The Emergency Response Plan outlines a centralized controlled and coordinated response that involves a framework known as the Incident Management System (IMS). At every incident, there are specific management tasks that must be carried out regardless of the number of persons available or involved in the emergency response activity.

## 1.1 Definition of an Emergency

"An 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."

These situations can threaten public safety, public health, the environment, property, critical infrastructure or the economic stability of Kingston. The City of Kingston has developed an all-hazards risk-based emergency plan to address a range of risks that pose hazards to the community. This includes how the overall response will be coordinated within the City's Incident Management System, (IMS) framework.

This Emergency Response Plan (the Plan) further describes the concept of operations at the City's Emergency Operations Centre (EOC), the functional responsibilities of the Municipal Emergency Control Group (MECG) members under IMS, and the notification procedures to activate this plan in whole or part.

Potential risks, including some examples under each category, faced by the City of Kingston are listed below in four broad categories including:

- Human Health Emergency – flu, pandemic
- Natural Disasters - severe weather
- Technological Disasters- cyber attack
- Human Caused - fire, transportation incident, terrorist attack, and mass casualty incident(s).

A number of municipal services, public utilities and community agencies are part of the municipal emergency planning process. These services and community agencies provide direct support and assistance to emergency response activities. Agencies are engaged and invited to MECG meetings in order to participate in the emergency planning process and identify risks to plan for a community wide response to mitigate risks and recover from an emergency.

## 1.2 Authority

The legislation, regulations, related standards, and By-Laws under which the municipality and its employees are authorized to respond to an emergency are:

- The *Emergency Management and Civil Protection Act*, RSO 1990, c.E.9, as amended (the "*Act*"); and Ontario Regulation 380/04;
- The National Incident Management System (NIMS) framework
- The City of Kingston Emergency Response Plan & Program By-Law 2018-105, 2018

The *Act* requires municipalities to develop, implement, and maintain an emergency management program, and adopt it with a by-law. An emergency management program must consist of:

- An emergency plan;
- Training programs and exercises for employees of municipalities and other persons with respect to the provision of required services and procedures to be followed in emergency response and recovery activities;
- Public education on risks to public safety and on public preparedness for emergencies; and
- Any other element required for municipalities in standards of emergency management programs that may be developed by the Minister of Community Safety and Correctional Services.
- Specific statutory appointments for the various key roles to support the overall management during an emergency.

*Ontario Regulation 380/04* describes emergency management standards for municipal emergency management programs. The required elements consist of:

- Establishment of an Emergency Management Program Committee, EMPC.
- Establishment of a Municipal Emergency Control Group (MECG)
- Development of an emergency response plan
- Implementation of an Emergency Operations Centre (EOC) with appropriate communications systems.
- Designation of an Emergency Information Officer (EIO). and
- Designation of a Community Emergency Management Coordinator (CEMC).

The Chair of the City's Emergency Management Program Committee (EMPC) is the Community Emergency Management Coordinator (CEMC), or designate.

## 1.3 Emergency Response

A responding agency or municipal department is likely to be the first on site. First responders will assume control and overall management of the site. If responders require additional resources to manage the situation the site commander will review need for a potential activation of the Emergency Operations Centre and the notification of the Municipal Emergency Control Group (MECG). The CEMC will notify with the EOC Commander (CAO/designate) that the EOC requires activation and confirm the notification of the appropriate Municipal Emergency Control Group Members.

## 1.4 Levels of Emergency

There are three levels of emergencies considered within this plan:

### 1.4.1 Level One

Criteria:

- Limited evacuation – small number of people and for short duration;
- Threat to/loss of life – threat or the threat to loss of life is minimal;
- Impact to essential services is short in duration and can be addressed
- Impact on infrastructure – secondary roadway closed for short duration;
- Emergency service response/support – limited to one or two departments/agencies with short duration response; and
- EOC – CEMC or designate is aware and routine monitoring is in place. The CAO or designate is advised through a situational awareness briefing report (SITREP) in the event the activation of the EOC is required.

### 1.4.2 Level Two

Criteria:

- Evacuation – Localized to a specific area, which may require set up of a reception centre or other extra-ordinary measures to support displaced persons
- Potential threat to/loss of life or injury Threat to public may be substantial if not addressed and mitigated by responders;
- Impact on critical infrastructure – major transportation routes or facility impacted;
- Disruption to business or industry; disasters can destroy business assets such as buildings and equipment and impact human capital which affects the ability to sustain an economy. This may be detrimental to a community's ability to recover to a "pre-disaster" normal economy
- Emergency service response/support is required, however can be managed without a great impact to the provision of municipal services.(example, severe storm that is defined in duration and impact);
- Municipal Emergency Control Group members will be aware and advised of the incident as required but not immediately convened; or;

- EOC – activation limited to certain control group members engaged in Incident Management Systems activities.

### 1.4.3 Level Three

Criteria:

- Evacuation – large scale evacuation;
- Threat to/loss of life – major loss of life or threat to a large number of people;
- Impact on infrastructure – all or most roads closed/loss of major municipal facilities, reducing or eliminating essential service;
- Emergency service response/support – all or most emergency services involved, impact on incident and other coverage;
- Incident Managers require support beyond the site's Incident Management Team
- Emergency Operations Centre – activated and Municipal Emergency Control Group convened; and
- EOC – full activation by the CEMC after consultation with the CAO and/or designate.

## 1.5 Test of the Plan

The plan will be tested as follows:

- Annual testing is required in compliance with the Emergency Management and Civil Protection Act regulations, and
- A notification exercise to test the Municipal Emergency Control Group alerting network will be conducted as required.

## 1.6 Emergency Response Plan Review and Maintenance

The Plan will be reviewed on an annual basis in compliance with the Emergency Management and Civil Protection Act. Any proposed major revisions to the Plan must be presented to the EMPC upon whose recommendation it shall be presented to Council for final approval. Minor revisions, if necessary, shall be approved by the EMPC and adopted.

# 2.0 Declaration/Termination of an Emergency

## 2.1 Declaration of Emergency

The Mayor, as Head of Council or their designate has the authority to make a declaration of an emergency within the boundaries of the municipality. The ultimate decision to declare an emergency will be made by the Head of Council in consultation with the EOC Commander (or designate). The EOC Commander is generally the CAO (or designate). However, the first arriving Municipal Emergency Control Group Member is expected to assume overall command of the EOC until command can be transferred by the CAO or their designate.

Prior to declaring an emergency, the Mayor shall be briefed by the EOC Commander (or designate) and may direct notification to any of the following that an emergency may be declared:

- Office of the Fire Marshal and Emergency Management
- Members of City Council;
- Neighbouring Community Emergency Management Coordinators, as appropriate;
- Neighbouring community officials, as appropriate;
- The public;
- Local members of Provincial Parliament (MPP), and;
- Local members of Parliament (MP)

The Mayor will authorize formal notification to the Solicitor General as mandated under the *Emergency Management and Civil Protection Act*.

## 2.2 Requests for Assistance

Where provincial assistance is required, which is outside of the normal departmental or service working agreements, the request will be made to the Provincial Emergency Operations Centre (PEOC) through the CEMC in consultation with the EOC Commander. Requests for personnel or resources from the Federal Government are requested through the PEOC who in turn liaises with the Federal Government Operations Centre. The PEOC will advise and respond to the EOC Commander or through the CEMC who will advise the EOC Commander accordingly.

## 2.3 Termination of an Emergency

Termination of an Emergency Declaration usually comes as the result of a significant reduction in the severity of the emergency situation and/or the impact to the community. A community emergency may be terminated at any time by:

- Mayor or their Designate or
- City Council; or

- Premier of Ontario, the Premier of Ontario may at any time declare that an emergency has terminated. R.S.O. 1990, c. E.9, s. 4 3.0

# 3.0 Notification and Activation

## 3.1 Emergency Notifications

Front line responders are typically the first on scene to manage and mitigate any emergency. When the Police, Fire, EMS or other municipal responders at the site consider the situation or potential situation to be beyond the capability to manage or support without outside assistance, he/she will notify their Chief of Police, Fire Chief, or the management representative responsible for the service area and communicate the nature of the required additional assistance. The CAO (or designate) will be advised as to the situation and updated should the activation of the emergency notification system be required.

## 3.2 Emergency Operations Centre (EOC)

The CEMC's Office will maintain the Emergency Operations Centre (EOC) in a state of readiness. This is the location where the Municipal Emergency Control Group will convene. This centre may be activated at other times to monitor situations that may escalate or for coordination of planned events. Persons assigned to the EOC will be responsible to maintain critical services and business continuity for their respective service area(s).

## 3.3 Emergency Management Program Committee

The Emergency Management Program Committee (EMPC) is required by the *Act* and authorized by *Municipal By-Law 2018-105.* The purpose of this Committee is to assist in the development and advise the Municipal Council on the development and implementation of the municipal emergency management program. The Committee shall conduct an annual review of the municipality's emergency management program and shall make recommendations to Council for its revision if necessary.

Committee members are comprised of representative(s) or their designate from the following:

CEMC/Designate (Chair) as appointed by Council
Kingston Fire & Rescue
Kingston Police Force
Frontenac Paramedic Services
Kingston Frontenac Lennox & Addington Public Health Unit
Kingston Health Sciences Centre
Utilities Kingston
City of Kingston – Community Services Group

City of Kingston – Infrastructure, Transportation and Emergency Services

The EMPC may be expanded or include guests with required subject matter expertise from time to time to review specific hazards faced by the City of Kingston.

The Committee shall conduct an annual review of the municipality's emergency management program and shall make recommendations to the council through the CEMC for its revision if necessary. *O. Reg. 380/04, s. 11 (6)*.

## 4.0 Incident Management System (IMS)

The City's Plan adopts the principles of the Incident Management System (IMS). IMS is a standardized emergency response system which defines the basic command structure including the roles and responsibilities required for the effective management of an emergency. IMS is provincially and internationally recognized and based on the National Incident Management System, NIMS for emergency response.

IMS has five primary functions used to organize a range of activities to support response objectives:

- Command
- Operations
- Planning
- Logistics
- Finance/Administration

IMS can be used for any size or type of emergency to manage and fulfill a variety of issues whether strategic or detailed in nature.

The EOC Commander has the overall responsibility and authority to direct activities to address necessary decisions are implemented. The EOC Commander coordinates resource requests from the site(s) and manages all non-site activities to strategically contribute to and support the event through to conclusion.
To ensure sustainability over a prolonged event, the role of the EOC Commander may be transferred to another individual via a face to face briefing and exchange of information, with the final acknowledgement and acceptance of Command responsibilities by the new EOC Commander.

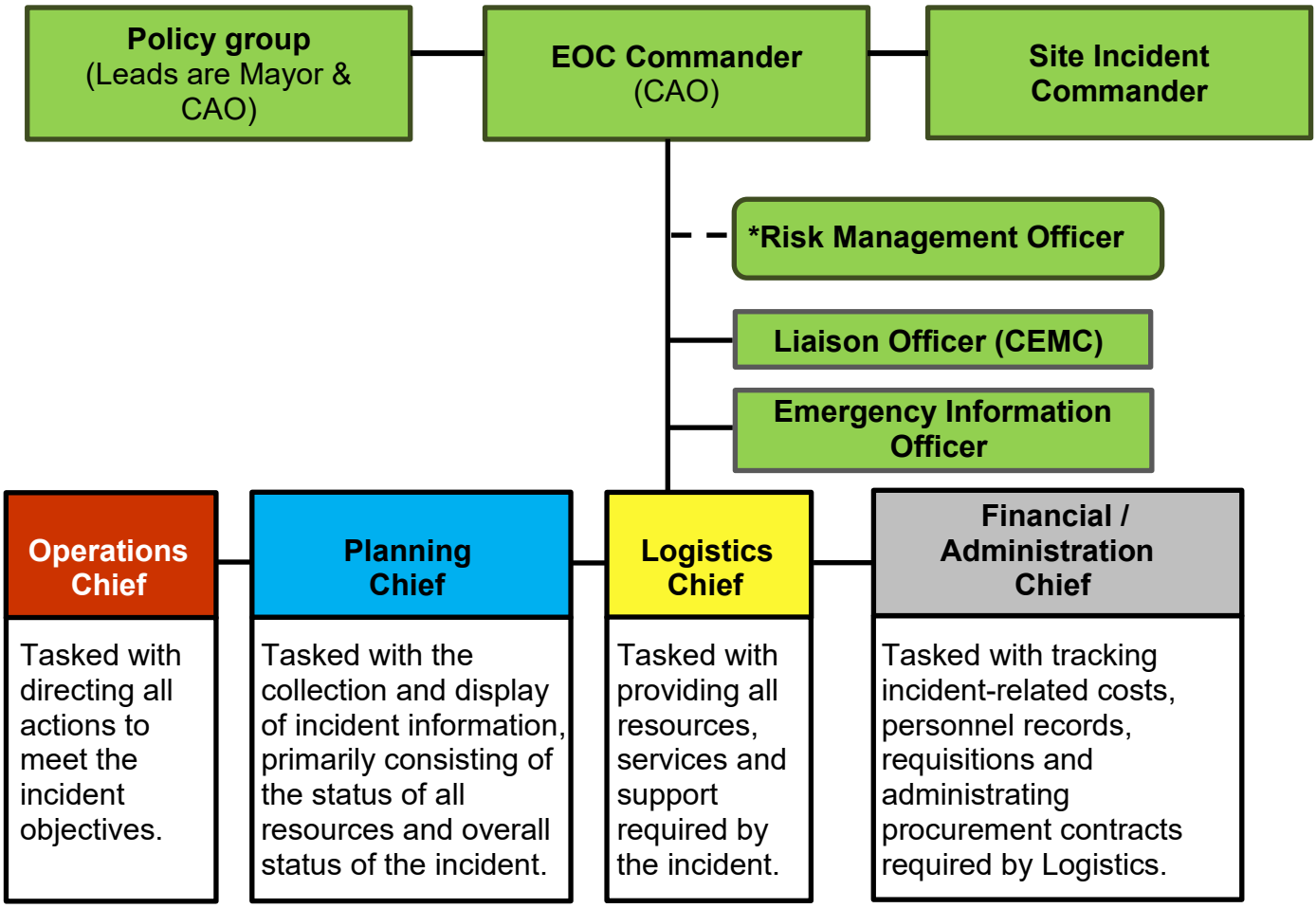
### 4.1 EOC IMS Organizational structure

The City of Kingston maintains a primary and alternate Emergency Operations Centre that is available when required.

The EOC is organized in a manner to support the implementation of the IMS model. A diagram of the IMS system used within the EOC structure is provided on page 12.
The IMS functions may be expanded or reduced as required. This is generally determined after information or situational awareness is received. All persons working within the EOC will have the appropriate training to carry out their various responsibilities under the IMS model.

| Function | General Responsibilities |
|---|---|
| EOC Commander | Responsible to address the overall strategic leadership and management of the emergency and assigned resources within the EOC, and the provision of support to site activities. |
| Risk Management Officer | Monitors safety conditions and develops safety measures related to the overall health and safety of all incident responders. The Risk Management Officer must have the knowledge and professional experience to be able to control or reduce occupational hazards and exposures. The Risk Management Officer provides advice with respect to risk exposure, due diligence, and claims handling procedures, when applicable. |
| Emergency Information Officer (EIO) | Responsible for the development of emergency information in collaboration with all parties, regarding the incident and its release to the public. EOC Commander will approve all emergency information that the EIO releases. |
| CEMC (Liaison Officer) | Serves as the primary contact for assisting or supporting organizations and advises the EOC Commander of issues related to outside assistance and support, including current or potential inter-organization needs. In Kingston the CEMC/designate acts as the liaison officer to the EOC. |
| Operations Section Chief | Responsible for providing overall supervision and leadership to the Operations Section, and ensuring implementation of direction as received from the EOC Commander, as well as the coordination and assignment of all operations resources. |
| Planning Section Chief | Responsible for providing overall supervision and leadership to the Planning Section, and ensuring implementation of direction as received from the EOC Commander, as well as the coordination and assignment of all operations resources. Responsible for coordinating the development of action plans for each operational period and the collection, collation, evaluation, analysis and dissemination of incident information. |
| Logistics Section Chief | Responsible for providing facilities, services and materials in support of the incident. Participates in the development of the logistics-related section of the action plan. |
| Finance & Administration Section Chief | Responsible for financial and administrative support to an incident, including all business processes, cost analysis, financial and administrative aspects, and ensures compliance with financial policies and procedures. Provides direction and supervision to Finance & Administration Section staff including the coordination and assignment of financial activities. |

## 4.2 EOC IMS Organizational Chart




***Risk Management Officer will be assigned based on the type of situation and is optional as part of the EOC Command.**

## 4.3 Incident Commander (Emergency Site Commander)

The Incident Commander (IC) is appointed by those response agencies on site. The IC will communicate and provide situational updates to the EOC Commander as required. He/she will usually be from the lead agency (jurisdiction) responsible for the emergency response. For example, in a fire incident, an IC from the Fire Department would be appointed. Another officer from the Fire Department would then assume responsibility for fire ground operations. However, the collaborative decision on which person is most appropriate to fill the role of IC is based on knowledge, skills and abilities of the on-scene personnel.

This appointment would then be acknowledged/confirmed by the EOC Commander and may be reassessed or transferred appropriately as the incident develops or the situation changes.

## 4.4 Response Goals

The following response goals are applied to all emergency situations under the IMS system:

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

# 5.0 Roles and Responsibilities

## 5.1 Municipal Emergency Control Group (MECG)

The primary responsibility of the MECG is to carry out the strategic functions within the incident management system in support of emergency site activities. It is the responsibility of the MECG to collaborate and ensure that response priorities are established and coordinated within the EOC and communicated strategically to the community and or Council through the Mayor or their designate. All requests of other agencies or levels of governments will be approved by the EOC Commander during a declared emergency. Individual responsibilities of Municipal Emergency Control Group Members are assessed and supported in priority within the Incident Management System and the overall response objectives.

During an emergency, the Municipal Emergency Control Group will meet at regular intervals or as required to provide and receive situation updates relating to the emergency. The MECG will consider strategic objectives and will assist in developing an action plan for a defined operational period. This period will be known as the emergency operation centre business cycle.

All members of the MECG shall assign designates to attend the EOC and act for them in their absence as required.

The Municipal Emergency Control Group is comprised of the following members and/or their designate and may be invited to MECG meetings to review emergency planning matters as required:

- Mayor
- CAO
- Commissioner Community Services
- Commissioner Corporate Services
- Community Emergency Management Coordinator
- President & CEO Utilities Kingston
- Director of Communications and Customer Experience

These additional organizations may be requested to attend the EOC to provide advice as necessary:

- Fire Chief
- Police Chief
- Medical Officer of Health
- Paramedic Chief
- Representative from Kingston Health Sciences Centre.
- Representative from Hydro One
- Representative from Enbridge Utilities

The Municipal Emergency Control Group adopts the principles of the Incident Management System. The EOC Commander may decide to use all or part of the MECG within the IMS model to strategically support and manage emergency activities and action plans.

## 6.0 Emergency Response Plan – Related procedures

The Emergency Response Plan Procedures and the required supporting documents relative to this plan will be maintained and validated the Community Emergency Management Coordinator. The CEMC will ensure that the required hazard specific plans and departmental supporting policies and procedures are in place to comply with and maintain all response objectives outlined within the Incident Management System.

## 7.0 Plan Distribution and Review

Copies of the Emergency Response Plan will be provided to EMPC, MECG, partner organizations and agencies, the Province, and bordering municipalities and regions that may have a role to play in responding to or providing assistance for emergencies in Kingston.

This Plan and supporting hazard specific planning documents will be filed and kept current by the Office of Emergency Management and will be reviewed annually by members of the Emergency Management Program Committee.