



# Emergency Management Program Municipal Emergency Plan

December 8, 2023

Version 6.2



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## Version control

**Table 1: Chronological representation of approved document versions**

Date	Version number	Approved / Revised by
April 13, 2011	4.0	City Council
November 4, 2011	4.1	EMP Steering Committee
December 20, 2012	4.2	EMP Steering Committee
November 29, 2013	4.3	EMP Steering Committee
November 28, 2014	4.4	EMP Steering Committee
December 11, 2015	4.5	EMP Steering Committee
December 16, 2016	5.0	EMP Steering Committee
December 8, 2017	5.1	EMP Steering Committee
December 7, 2018	5.2	EMP Steering Committee
December 16, 2019	5.3	EMP Steering Committee
December 18, 2020	5.4	EMP Steering Committee
December 10, 2021	6.0	EMP Steering Committee
December 2, 2022	6.1	EMP Steering Committee
December 8, 2023	6.2	EMP Steering Committee

## Document approval

“original signed by”  
 Beth Gooding, Director  
 Public Safety Service

December 8, 2023  
 Date

## **Municipal Emergency Plan maintenance administration**

This plan maintenance administration defines the process which will govern the legislated annual review and subsequent maintenance of the City of Ottawa Municipal Emergency Plan (the “MEP”).

### **Custodian of the MEP**

The Office of Emergency Management (OEM) shall be the custodian for the MEP. The OEM shall be responsible for all revisions, maintenance, and reviews required in the administration of the MEP.

To ensure the City’s continued compliance with applicable legislation, corporate policies and procedures, and records management standards and best practices, this document will be saved as an Official Business Record (OBR) in an official records repository.

### **MEP revision**

The MEP shall be considered a living document thus allowing for revisions throughout the year to ensure the MEP remains sustainable, current, and operable. The MEP will be a standing item at each meeting of the Emergency Management Program (EMP) Advisory Committee.

### **Stakeholder responsibility**

Each EMP Advisory Committee representative shall notify the Advisory Committee Facilitator of gaps or revisions required in the MEP.

### **Minor revisions**

Minor revisions, and some amendments which are administrative in nature, may be made as required. Minor revisions and amendments may include updates to the document, minor changes in wording or grammar, and minor changes in formatting.

### **Major revisions**

Major revisions to the MEP are amendments which are operational in nature and affect service area delivery. Major revisions shall be made in consultation with the EMP Advisory Committee. The final approval of major revisions remains the domain of the EMP Steering Committee.

### **Annual review**

The MEP shall be reviewed and approved by the EMP Steering Committee annually, in accordance with the City of Ottawa Emergency Management By-law and the Emergency Management and Civil Protection Act (EMCPA), Ontario Regulation 380/04, s.11(6). The approved version of the MEP will be redistributed through the EMP Advisory Committee.



**MEP versioning**

The OEM shall be responsible for the MEP version control.

For further details, please contact:

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## Acronyms

**Table 2: List of common emergency management acronyms**

Term	Definition
AAR	After-Action Report
AC	Area Commander
ACP	Area Command Post
CC	Command Centre (service area)
CEMC	Community Emergency Management Coordinator
CDO	Corporate Duty Officer
ConOps	Concept of Operations
DO	Duty Officer (service area)
EIO	Emergency Information Officer
EM	Emergency Management
EMAP	Emergency Management Accreditation Program
EMCPA	Emergency Management and Civil Protection Act
EMIS	Emergency Management Information System
EMO	Emergency Management Ontario (Provincial)
EMP	Emergency Management Program
EOC	Emergency Operations Centre
EOCCG	Emergency Operations Centre Control Group
EOC Ops Group	Emergency Operations Centre Operations Group
GOC	Government Operations Centre (Federal)
HIRA	Hazard Identification and Risk Assessment
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
IMS	Incident Management System
OEM	Office of Emergency Management
MEP	Municipal Emergency Plan
PEOC	Provincial Emergency Operations Centre
PSS	Public Safety Services (a service area under the Emergency and Protective Services Department)
ToR	Terms of Reference

## **Part 1: Introduction**

The Ontario Emergency Management and Civil Protection Act (EMCPA), states:

3. (1) Every municipality shall formulate an emergency plan governing the provision of necessary services during an emergency and the procedures under and the manner in which employees of the municipality and other persons will respond to the emergency and the council of the municipality shall by by-law adopt the emergency plan.  
2002, c. 14, s. 5 (1)

The City of Ottawa has a comprehensive Emergency Management Program (EMP), which includes the Municipal Emergency Plan (the “MEP”). The MEP takes an all-hazard function-based approach and is always in effect, as elements can be implemented on a flexible and scalable basis to provide effective prevention, mitigation, preparedness, response and recovery efforts in the Ottawa area. The MEP is designed to be used by all City departments, partners and stakeholders, during planned or unplanned situations. City departments, partners and stakeholders that have a function to fulfill under the MEP are required to develop their own supporting formal emergency plans and procedures, and corresponding operational capability and capacity.

The City of Ottawa conducts a Hazard Identification and Risk Assessment (HIRA) to identify the range of hazards that may pose a risk. Although the City of Ottawa applies an all-hazards approach to the EMP, human resources, equipment purchasing, training and exercise, mitigation projects and public education efforts are prioritized based on the understanding of the identified vulnerabilities.

## **Part 2: Purpose and scope**

The purpose of the MEP is to provide the framework for the extraordinary arrangements and measures that may have to be taken to:

- Maintain public confidence by:
  - Protecting the safety of all situation responders and those affected by the situation
  - Saving lives
  - Treating the sick and injured
  - Protecting the health of those affected by the situation
  - Protecting property and the environment
  - Preventing and / or reducing economic and social losses
  - Ensuring the continuity of government and critical services

The scope of the MEP is to identify and assign specific areas of responsibility for performing functions to mitigate, respond to, and recover from a situation.

### **Part 3: Authorities and references**

Ontario's EMCPA Act, R.S.O., 1990, c.E.9, is the legal authority for the City of Ottawa EMP and its elements have been issued under the City of Ottawa Emergency Management By-law.

The MEP conforms to governing legislation, standards and best practices in risk assessment and emergency management. Among these are:

- Canadian Standards Association CAN/CSA-Z731-03 (R2009): Emergency Preparedness and Response (R2014)
- Canadian Standards Association CAN/CSA-Z1600-17: Emergency and Continuity Management Program
- Emergency Management Standard: Emergency Management Accreditation Program (EMAP)
- National Fire Protection Association NFPA 1600 Standard on Disaster/ Emergency Management and Business Continuity Programs, 2000 Edition, NFPA, 2000
- Incident Management System (IMS)

## **Part 4: Situation types**

A situation refers to City resources dedicated towards prevention, mitigation, preparedness, response and recovery efforts. The following descriptions outline types of situations:

### **Incident**

An occurrence or event that requires an emergency response to protect people, property, the environment, the economy and/or services.

### **Event**

A planned situation which requires an extraordinary response to protect people, property, the environment, the economy and/or services.

### **Emergency**

Any situation or impending situation, that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease or other health risk, an accident, or an act whether intentional or otherwise.

### **Disaster**

A serious disruption of the functioning of a community or society, involving widespread human, property, environmental, social and/or economic impacts that exceeds the ability of City departments, partners or stakeholders to cope using their own resources. Extraordinary efforts may be implemented to reinstate normal operations.

## **Part 5: Incident Management System**

The City supports the implementation of the Incident Management System (IMS)<sup>1</sup> in all decision centres for managing simple, complex, planned and unplanned situations.

IMS provides communities and organizations with a common framework to communicate, coordinate and collaborate. Personnel, facilities, equipment, procedures and communications operate within a common organizational structure.

This part of the MEP briefly describes the following elements of IMS:

- 5.1 Decision centres
- 5.2 Organizational structure

### **5.1 Decision centres**

Decision centres are where information is collected, collated, evaluated, documented and disseminated for emergency management decision-making. Each decision centre uses the IMS, which includes the IMS functional organization, standard roles and responsibilities, and supporting IMS principles. The City of Ottawa has the following decision centres:

- Incident Command Post (ICP): location from which an Incident Commander (IC) oversees situation management.
- Area Command Post (ACP): location from which an Area Commander (AC) manages multiple ICPs. An ACP may be established to provide oversight and direction to personnel if there are multiple situations in an area.
- Service Area Command Centre (CC): monitors all resource requests, commitments and service level agreements to support the situation and ensure continuity of operations.
- Emergency Operations Centre (EOC): a central entity that is responsible for making decisions that maintain public confidence through carrying out the principles of situation management at a strategic level and ensuring the continuity of operations of City departments.

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<sup>1</sup> The IMS documentation is available on the Emergency Management Ontario website.

For more details regarding the hierarchy and domains of concerns of the decision centres, see Part 9.1.

### **Communication tools**

Effective communication requires clearly understood City responder roles and responsibilities, including the role(s) their department or service area provides during the situation. All activities between decision centres must be coordinated. In addition, coordination between decision centres is critical to success and is based on established communication protocols. The Emergency Management Information System (EMIS) is the communication tool used to support the management and dissemination of information, which includes a variety of platforms to address the situation. The EMIS can notify, track, manage and document resource requests and assets, share information and display data geospatially to support timely decision-making. EMIS also provides comprehensive situational awareness and a standard means of notifying Duty Officers and the Emergency Operations Centre Control Group when their participation is required.

## **5.2 Organizational structure**

IMS is based on the understanding that in every situation there are certain management functions that must be carried out, regardless of the number of persons available or involved in the mitigation, response or recovery. The management functions include: Command, Operations, Planning, Logistics and Finance and Administration.

Depending on the situation, the Commander may mobilize an Emergency Information Officer (EIO) and / or an Emergency Information Section (EIS).

Figure 1 provides an overview of how resources can be organized under an IMS structure, with an EIO, as well as other Officer roles.

Figure 2 provides an overview of how the IMS structure can be organized with an EIS. If an EIS is established, the EIO may also fulfil the role of EIS Chief.

All IMS resources are coordinated so that they are scalable and work effectively with other IMS resources, in order to achieve common objectives identified in the Incident Action Plan (IAP).

Figure 1: IMS organizational structure (with Emergency Information Officer)

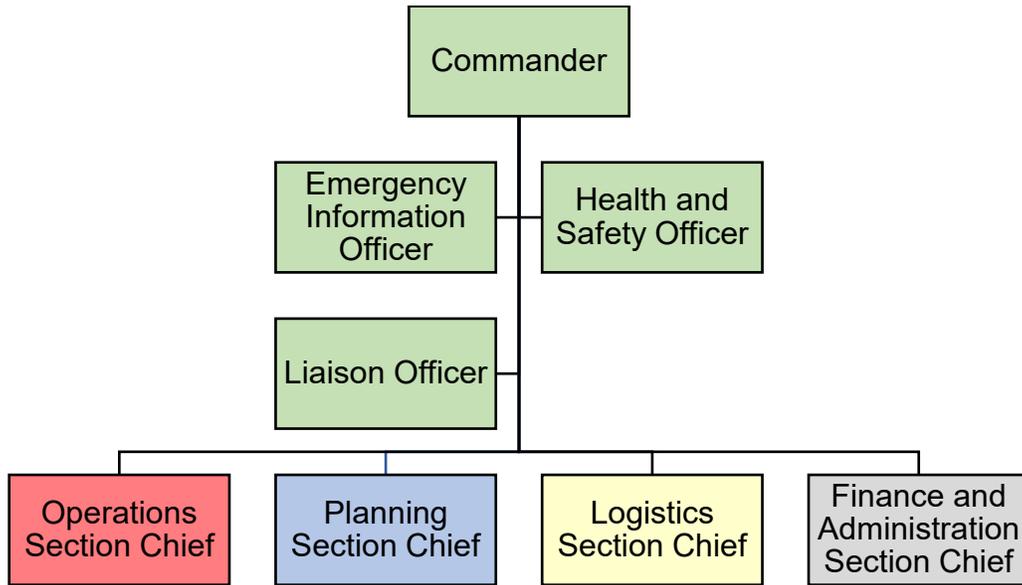
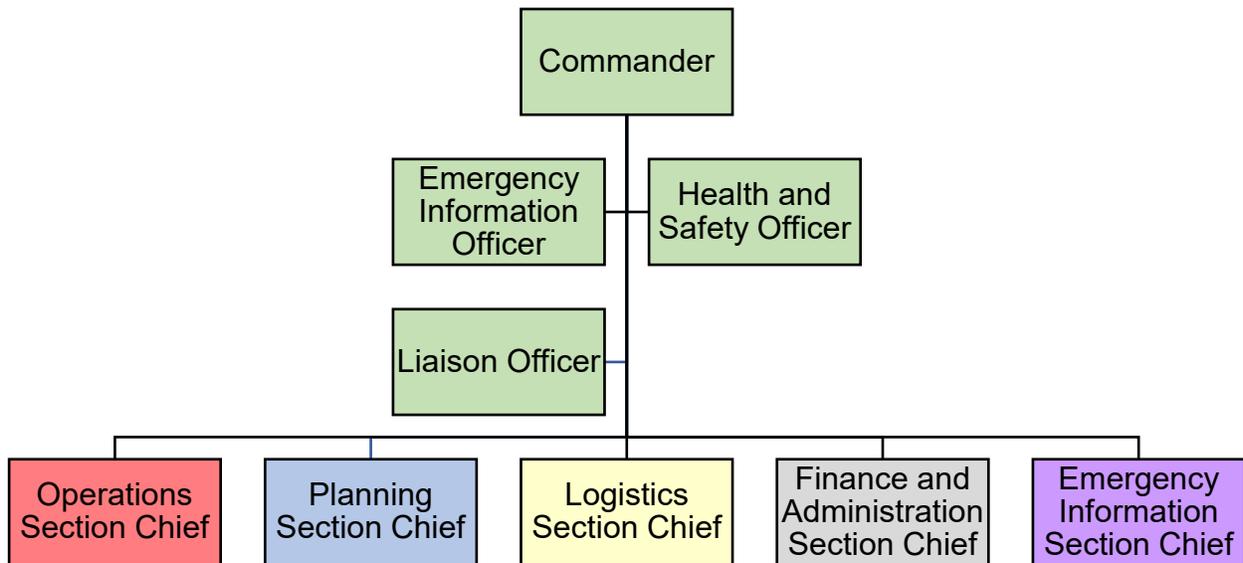


Figure 2: IMS organizational structure (with Emergency Information Section)



## Part 6: Roles and responsibilities

The individual and group roles and responsibilities involved in emergency situational response include:

- 6.1 Community Emergency Management Coordinator
- 6.2 Emergency Information Officer
- 6.3 Corporate Duty Officer
- 6.4 Duty Officers
- 6.5 Emergency Operations Centre Operations Group
- 6.6 Emergency Operations Centre Control Group
- 6.7 Emergency Operations Centre Control Group Chair
- 6.8 Emergency Operations Centre Commander
- 6.9 Emergency Operations Centre Deputy Commander
- 6.10 Command
- 6.11 Council Liaison Officer
- 6.12 Office of Emergency Management Staff
- 6.13 Head of Council
- 6.14 Elected Officials
- 6.15 Public Health Emergencies

### 6.1 Community Emergency Management Coordinator

Ontario Regulation 380/04, s. 10(1) states: “Every municipality shall designate an employee of the municipality or a member of council as its emergency management program coordinator”. The Ottawa Community Emergency Management Coordinator (CEMC) Primary and Alternate positions are held by individuals within the Public Safety Service. The CEMC is also responsible for liaising with the Provincial Emergency Operation Centre (PEOC) and Emergency Management Ontario (EMO).

## 6.2 Emergency Information Officer

Under Ontario Regulation 380/04, made under the EMCPA:

- Section 14(1): Every municipality shall designate an employee of the municipality as its emergency information officer.
- Section 14(2): The emergency information officer shall act as the primary media and public contact for the municipality in an emergency.

The Chief Communications Officer, Public Information and Media Relations, will fulfill the role of the Emergency Information Officer (EIO).

The EIO duties include:

- Establishing the Emergency Information Centre (EIC), which is a location where Emergency Communications functions take place
- Monitoring media reports and social media
- Compiling information for dissemination
- Posting emergency information
- Releasing information through various information streams
- Coordinating media briefings
- Managing the media and public inquiries
- Identifying spokesperson(s)
- Serving as the EIS Chief, or delegating role if required

## 6.3 Corporate Duty Officer

During a situation, the Corporate Duty Officer (CDO) is the initial central point of contact.

The CDO is responsible for:

- Being available to respond on a 24/7 basis
- Coordinating, collaborating and communicating with the Duty Officers
- Monitoring, maintaining and sharing situational awareness

- Identifying the corporate response escalation level as per Response Escalation Level Guideline
- Initiating the corporate notification procedures
- Fulfilling the role of the initial Emergency Operations Centre Commander

#### **6.4 Duty Officers**

Each City department has on-call Duty Officers (DO) who will fulfill the function as the single point of contact for their respective service area.

A DO is responsible for:

- Maintaining service area-specific situational awareness
- Notifying the Corporate Duty Officer (CDO) of situations that may meet or have met the criteria of the Response Escalation Level Guideline
- Being available to respond on a 24/7 basis
- Responding to CDO notifications without delay
- Confirming receipt of notification
- Being the service area's single point of contact for the CDO
- Notifying their service area management as per their departmental protocol
- Using the service area emergency plans for guidance
- Providing resource management on behalf of their service area
- Fulfilling the role of initial Emergency Operations Centre Operations Group member

#### **6.5 Emergency Operations Centre Operations Group**

The DO represents their respective service areas in the Emergency Operations Centre Operations Group (EOC Ops Group) until the EOC Commander establishes a formalized IMS structure for a situation. The EOC Ops Group is accountable for consequence management, ensuring continuity of operations (City-wide) and supporting Command Centres (CCs).

The EOC Ops Group is responsible for:

- Implementing Emergency Operations Centre Control Group (EOCCG) objectives
- Ensuring continuity of City operations
- Supporting CCs

The EOC Ops Group has the authority to:

- Develop and implement strategies to fulfill EOCCG objectives

## **6.6 Emergency Operations Centre Control Group**

The Emergency Operations Centre Control Group (EOCCG) is facilitated by the EOC Commander. Communication between the EOCCG and the EOC Ops Group is coordinated through the EOC Commander.

The EOCCG membership includes:

- City Manager (Chair)
- Director, City Manager's Office
- City Clerk, Office of the City Clerk
- City Solicitor, Legal Services
- Chief Communications Officer, Public Information and Media Relations
- General Manager, Community and Social Services Department
- General Manager, Emergency and Protective Services Department (Alternate Chair)
- General Manager and Chief Financial Officer / Treasurer, Finance and Corporate Services Department
- General Manager, Infrastructure and Water Services Department
- General Manager, Planning, Real Estate and Economic Development Department
- General Manager, Public Works Department
- General Manager, Recreation, Cultural and Facility Services Department
- General Manager, Transit Services Department

- Chief, Ottawa Fire Services
- Chief, Ottawa Paramedic Service
- Chief, Ottawa Police Service
- Chief Executive Officer, Ottawa Public Library
- Chief Information Officer, Finance and Corporate Services Department
- Medical Officer of Health, Ottawa Public Health
- Director, Public Safety Service (EOC Commander)

The EOCCG shall:

- Direct the City's response and recovery activities in a situation.
- Direct the development and approval of a Terms of Reference (ToR) for any new non-standard group or element to the governance structure that is introduced and approved during a situation.

The EOCCG has the authority to:

- Provide overall policy direction and development of objectives to achieve their goal to "maintain public confidence"
- Authorize policy direction
- Provide direction on public information activities
- Act as official spokesperson(s)

The EOCCG does not use the IMS; however, an impact and consequence management assessment is conducted.

### **Operations cycle meetings**

The EOCCG meeting cadence will be determined based on the specific context of each situation, as determined by the EOCCG Chair and/or the EOC Commander.

All of EOCCG membership (Primary and/or Alternates) must be present at each scheduled meeting. A Scribe will be assigned to record minutes of these meetings.

The EOCCG meets to:

- Gain situational awareness and analysis
- Identify the immediate consequences and risks

- Formulate strategic standing objectives
- Prioritize management response objectives
- Determine whether a State of Emergency Declaration is recommended
- Determine any impacts on policy decisions
- Coordinate information sharing with the Mayor and City Council
- Determine what communications, coordination and resource management needs are required

A written update (i.e., email) can be considered in lieu of an EOCCG meeting. This will be determined by the EOCCG Chair and/or EOC Commander.

### **Statutory duties**

Individual EOCCG members, or their staff, may have legislated statutory responsibilities that they are required to fulfill, regardless of the situation. The City's EMP has developed an Authority Matrix to capture those responsibilities. These statutory duties are defined by municipal, Provincial or federal legislation. Examples of Provincial legislation which delegate authority and responsibility include, but are not limited to, the Municipal Act, 2001, Emergency Management and Civil Protection Act, 1990, Building Code Act, 1992, Health Protection and Promotion Act, 1990 and the Police Services Act, 1990.

Where conditions require the exercise of a statutory duty, the official is required by law to act and fulfill that duty. It is typically an offence to interfere, hinder or otherwise obstruct an official carrying out a statutory duty. However, it is also important to recognize that the exercise of a statutory duty may impact other service providers, even during normal operations.

The exercise of a statutory duty during a situation can have a considerable impact on other service providers. Therefore, it is recommended that where appropriate, a coordinated approach with all affected service providers should be considered in the exercise of a statutory duty. This type of approach provides an opportunity for all involved to assess, plan and coordinate matters associated with the intended exercise of a statutory duty.

In the course of acting upon a statutory duty, the official should seek advice from various stakeholders and experts, including legal advice where circumstances require. From an emergency management perspective, it is therefore appropriate for an official to also consult with the EOCCG, as it is the group that City Council and the EMCPA

recognizes as responsible for both the emergency response and implementation of the MEP. The MEP assigns certain responsibilities to various departments to coordinate the specific emergency support functions.

### **6.7 Emergency Operations Centre Control Group Chair**

The EOCCG Chair has the authority to:

- Manage and lead the EOCCG
- Approve EOCCG objectives
- Recommend to the Head of Council to declare a State of Emergency

### **6.8 Emergency Operations Centre Commander**

The EOC Commander is responsible for consequence management, ensuring continuity of operations (City-wide) and supporting CCs.

The EOC Commander has the authority to:

- Assume overall responsibility of the EOC
- Provide guidance and situational awareness to the EOCCG for consequence management, ensuring continuity of operations (City-wide)
- Ensure that the EOC objectives are developed
- Initiate EOCCG briefings
- Reinforce that all EOC personnel maintain and complete Activity Logs (IMS 214) and other function-specific tracking logs that may be required. See Part 7.15 Activity Log (IMS 214).

### **6.9 Emergency Operations Centre Deputy Commander**

The EOC Deputy Commander is responsible for supporting the EOC Commander.

The EOC Commander and Deputy Commander work together to ensure that the response priorities set by the EOCCG are implemented operationally.

The EOC Deputy Commander has the authority to:

- Assume the duties of the EOC Commander when designated
- Assume overall responsibility for the EOC Ops Group
- Provide leadership to the EOC Ops Group
- Ensure that the EOC objectives are implemented
- Initiate the EOC Ops Group briefing
- Reinforce that all EOC personnel maintain and complete Activity Logs (IMS 214) and other function-specific tracking logs that may be required. See Part 7.15 Activity Log (IMS 214).

## **6.10 Command**

Command is the act of directing, ordering, or controlling according to explicit statutory, regulatory, or delegated authority.

### **Incident Commander**

The Incident Commander (IC) has the overall authority and responsibility for all site activities, including the development of objectives, strategies and tactics and the ordering and the release of resources. The IC is responsible for providing situational awareness to their respective Duty Officer.

The IC may require an Area Commander (AC) when there are multiple incident sites. The AC provides logistical and administrative support to the IC. The AC is responsible for providing situational awareness to the Emergency Operations Centre.

The IC decides on:

- The appropriate IMS structure
- The IMS planning cycle

### **Command Centre Commander**

The Command Centre (CC) Commander is responsible for the development of objectives, strategies and tactics, as well as the ordering and the release of resources, for their respective service area. The CC Commander has overall authority and responsibility for supporting service area operations for the situation and service area continuity of operations.

The CC Commander will:

- Implement an appropriate IMS structure
- Set an appropriate planning cycle, which could align with the ICP or ACP cycle
- Coordinate, collaborate and communicate with their service area DOs and vice versa

If a CC is not mobilized, the DO for that service area ensures completion of the functions usually managed by the CC.

Note: There may be two (2) separate planning cycles, one (1) to support the ICP or ACP and one (1) to support continuity of operations across the corporation.

### **Area Commander**

The individual who exercises the function of Area Command is the Area Commander (AC). The AC is responsible for setting the overall strategy and priorities, allocating critical resources according to priorities, ensuring that situations are properly managed, and ensuring that objectives are met and strategies followed.

The Area Commander decides on:

- The appropriate IMS structure
- The IMS planning cycle

### **6.11 Council Liaison Officer**

During an EOC mobilization, the EOC Council Liaison Officer (CLO) may be mobilized.

The CLO is responsible for:

- Providing a single point of contact to respond to Councillor inquiries (ensuring a consistent response, City-wide)
- Receiving and coordinating requests from elected officials pertaining to response and recovery operations
- Documenting and maintaining a record of all requests and inquiries received by elected officials
- Participating in EOC briefings as required

- Participating in EOCCG meetings at the request of the EOC Commander
- Maintaining 24-7 communications availability with elected officials

## **6.12 Office of Emergency Management staff**

The Office of Emergency Management (OEM) is a branch of the Public Safety Service, within the Emergency and Protective Services Department. The OEM provides operational, planning, logistical, recordkeeping and administrative support to the EMP, including the CDO and EOC Commander.

The OEM staff will:

- Support the EOC, which includes the EOCCG, as required.
- When directed by the EOCCG Chair, or Delegate, coordinate the development of a detailed Terms of Reference (ToR), when any non-standard group or element to the governance structure is introduced or approved by the EOCCG. The ToR will define the purpose, scope, structures, and decision-making authorities to support a clear understanding within the EOC structure about the new non-standard group or element.

The OEM is responsible for meeting the records management requirements of the emergency response<sup>2</sup>. To further develop its support associated with this responsibility, the OEM will develop a comprehensive records management plan and, in consultation with Information Technology (IT) Services and the Information Management Branch, will implement a 'records ready' SharePoint site that can be used during EOC mobilization or as required. The SharePoint site will include the appropriate information architecture and libraries to ensure all relevant documentation is captured and stored in accordance with the City's records management policy and procedures. Consistent with the current City of Ottawa Records Retention and Disposition By-law, records associated with a situation will be lifecycle managed. More information regarding the records management plan can be obtained by contacting the Program Manager, Information Management, or the OEM.

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<sup>2</sup> Recordkeeping is a component of comprehensive resource management, as per section 4.5.1 (7) of the Emergency Management Standard, Emergency Management Accreditation Program, ANSI/EMAP EMS 5-2019.

Note: Personal information and personal health information will be managed according to the responsibilities and requirements set out under the Municipal Freedom of Information and Protection of Privacy Act (MFIPPA), the Personal Health Information Protection Act (PHIPA), and other applicable access and privacy legislation.

### **6.13 Head of Council**

The Head of Council<sup>3</sup> is the only individual with authority to make an emergency declaration for the municipality<sup>4</sup>. The Head of Council may take such action and make such orders, as deemed necessary, that are not contrary to law, to implement the MEP and to protect property, health, safety and welfare of the affected persons in the emergency area. Further, the Head of Council or City Council may terminate an emergency declaration for the municipality at any time. The Premier of Ontario also has legislated authority to terminate at any time, a municipality's declaration of a state of emergency<sup>5</sup>.

### **6.14 Mayor and City Council**

As community leaders, the Mayor and City Council play an essential role in supporting situations. The Mayor and City Council do not direct the response; rather, they carry out their delegated authorities and roles<sup>6</sup>, as well as leverage their communication channels and existing community networks. For example, relaying information from the community to the EOC through the Council Liaison Officer and disseminating information provided by the Emergency Information Officer to networks.

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<sup>3</sup> Ontario Emergency Management and Civil Protection Act, R.S.O. 1990, Chapter E.9, Section 4(1)

<sup>4</sup> In the City of Ottawa, this means the Mayor or the appointed Deputy Mayor in the Mayor's absence (Reference Procedure By-law - Deputy Mayor Section)

<sup>5</sup> Ontario Emergency Management and Civil Protection Act, R.S.O. 1990, Chapter E.9, Section 4 (4)

<sup>6</sup> The Province - [The Ontario municipal councillor's guide | ontario.ca](https://www.ontario.ca/government/the-ontario-municipal-councillor-s-guide) and the [Municipal Act, 2001, S.O. 2001, c. 25 \(ontario.ca\)](https://www.ontario.ca/government/municipal-act-2001) – Part VI

## 6.15 Public Health Emergencies

The City of Ottawa encounters risks and potential health threats from an increasing range of hazards, such as infectious diseases, water and food contamination, and extreme weather events. Further, some Ottawa residents may require additional supports, as a result of factors including poverty, age, gender, migration, environmental or health status. The EMP supports Ottawa Public Health (OPH) in their efforts to evaluate, develop and strengthen capabilities to respond immediately and effectively to potential threats to public health, and emergencies with public health impacts.

The following public health-related principles are applied as part of the MEP implementation:

- That City services work with OPH, through the EMP governance, to enhance community resilience and preparedness in support of the MEP's purpose and scope of saving lives and preventing injury
- That, for all emergencies, City services work with OPH to identify and address public health related preparedness, response and recovery objectives

It is also recognized that while most emergencies may pose a threat to public health, some emergencies have broader population health impacts, such as the COVID-19 pandemic. During such a situation, OPH and the OEM shall develop a Terms of Reference (ToR) to guide an effective City-wide response that leverages the framework of the MEP, while respecting the authority and technical expertise of OPH.

The ToR will define:

- The role of OPH in the City's response and recovery structure
- The process through which public communications are managed, including the designation of organizational leads for different types of messaging
- The specific decision-making authority of the Medical Officer of Health, as it relates to the City's overall emergency response and recovery activities

## 6.16 Documentation

The individuals and groups involved in situational response shall maintain documentation through the use of the EMIS. The documentation should include an Activity Log (IMS Form 214) or other position-specific logs.

The Scribe is responsible for accurately recording activities during a situation. The Documentation Unit Lead will assign records management roles and responsibilities.

**Activity Log (IMS 214)**

Records details of notable activities of individual or team resources at various IMS organizational levels, including Units, single resources, Strike Teams, Task Forces, etc. Activity logs should be maintained by all individuals involved in incident response (where feasible). Activity logs may also be maintained at the group level (units, strike teams, task forces, etc.). These logs are Official Business Records (OBRs) and provide a basic reference from which to extract information for inclusion in any after-action report. Since the logs constitute an OBR, they should be maintained as such with permanent retention in accordance with the Records Retention and Disposition By-law.

## Part 7: Risk, response and demobilization

The City uses the following descriptors (nomenclature) for departments, partners and stakeholders in coordinating prevention, mitigation, preparedness, response and recovery efforts:

- 7.1 Enterprise risk management (mitigation)
- 7.2 Response escalation levels
- 7.3 Demobilization (recovery)

### 7.1 Enterprise risk management

As defined in the City of Ottawa Enterprise Risk Management Policy, revised June 22, 2022, risk management is a shared responsibility at all City levels. All employees are required to demonstrate risk-aware thinking and accountability and to mitigate or escalate risks when warranted.

“Employees are expected to promote and facilitate appropriate risk control techniques to manage the risks to the public and employees’ health, safety and security, mitigate liability and protect corporate assets against loss and damage.

Employees have a responsibility to report incidents, assess exposures, reduce, control and monitor risk in programs and operations. Employees also have a responsibility to mitigate emergent or new risks if they are able to or bring identified risks to the attention of a supervisor/manager, and the supervisor/manager has a responsibility to mitigate the risk or escalate to the next level of authority until the risk receives the appropriate level of visibility, action and control.”

All City departments are expected to apply a risk management lens when monitoring activities in the City and, when necessary, escalate situations as per their internal reporting structure and the Response Escalation Level Guideline. Each department is responsible to establish their own escalation criteria and thresholds.

In some instances, a situation requires information to be shared among departments. DOs are expected to contact the CDO when they are faced with a situation that is out of the ordinary that may meet or have met the criteria of the Response Escalation Level

Guideline and has the potential to worsen or may be politically sensitive. When in doubt, the DO is expected to consult with the CDO.

The CDO will gather information about a situation that may have a significant impact on the City as an organization as well as the city and its residents and share the information with other DOs. Each department will determine the relevance of the information being shared and the impact to their respective service area(s).

## **7.2 Response escalation levels**

Normal Operations consists of operations that service areas carry out according to their standard operating procedures, guidelines, legislation, policies and procedures. When a response to Normal Operations is required, it is coordinated by ICs and service area CCs.

There are four levels of response escalation that require coordination through the CDO, which include:

- Monitoring
- Enhanced Operations
- Activated Operations
- State of Emergency

### **Monitoring**

Monitoring involves City service areas, partners and stakeholders being made aware of a situation evolving municipally, provincially, nationally or internationally, both privately and publicly, to understand how that situation may have an impact or consequences on Normal Operations. At this level, the CDO and some or all DOs may be notified and engaged.

### **Enhanced Operations**

Enhanced Operations indicates a situation that is imminent or occurring and could threaten public safety, public health, the environment, property, critical infrastructure and economic stability and may also be politically sensitive. At this level, the CDO and some or all DOs are notified and engaged.

## **Activated Operations**

Activated Operations indicates a situation that requires the engagement of the City's senior leaders through the mobilization of the EOCCG and the EOC Ops Group.

## **State of Emergency**

There is no legislative criteria for an emergency declaration. Rather, when the City has entered into an Activated Operations level, the specific context of the situation (including legal, operational, financial / economic considerations) will be assessed to assist the Head of Council in determining whether a State of Emergency should be declared.<sup>7</sup>

## **Response Escalation Level Guideline**

The Response Escalation Level Guideline provides guidance to the CDO and DOs for situations where a coordinated level of prevention, mitigation, preparedness, response or recovery may be required to meet the needs of City employees or the community, while continuing the delivery of City services.

The guideline has established criteria, as defined by the respective departments, for Enhanced Operations and Activated Operations levels.

## **7.3 Demobilization**

Demobilization planning starts as soon as the response is mobilized and continues until the IMS organization ceases operation. All situations should have a demobilization plan, which is included as part of the IAP. The purpose of the demobilization plan is to ensure the systematic, safe and cost-efficient release of all resources from a situation including personnel, equipment, supplies and facilities, as well as the capture of Official Business Records (OBRs). The demobilization is ordered by the EOC Commander; planned by the Planning Section; and, generally, carried out by the Operations Section although some activities may be carried out by other sections.

For simple situations, a demobilization plan can be verbal. For more complex situations, it may be necessary to create a Demobilization Unit within the Planning Section to fulfill this function.

Once a demobilization plan has been approved, it is important to ensure that all IMS functions know and understand their responsibilities. The Planning Section is

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<sup>7</sup> Emergency Management Ontario (EMO) "Checklist in Consideration of a Declaration of Emergency"

responsible for conducting EOC briefings to ensure that IMS functions leads are aware of their roles in the demobilization plan. In addition, the Planning Section will ensure the demobilization plan is disseminated within an appropriate timeframe and that any updates and/or revisions continue to be shared as demobilization activities occur.

Standard demobilization activities include the following:

- Restoration of resources to original state and location
- Restocking and inventory control
- Cleaning and repairing facilities and equipment, as necessary
- Advising the Finance and Administration Section of any outstanding financial commitments or details
- Cleaning up and organizing workstations
- Participating in post-operational debriefs and contributing to the After-Action Report
- Obtaining information for accessing psychosocial support
- Completing and forwarding all original documentation (for example: activity logs, reports, forms, lists) to the Documentation Unit within the Planning Section
- Signing out of and demobilizing the respective decision centre

Where possible, the demobilization plan should provide opportunities for debriefing prior to resources being released. For longer term recovery efforts, it may be necessary to conduct a separate recovery debrief to address the recovery issues.

## Part 8: Emergency support functions

The City uses a functional approach to respond to situations. The functions and the associated tasks are assigned to departments based on their mandates. This section describes the emergency support functions and highlights the department responsible for coordinating the function.

Each department is responsible for the development of plans, processes and procedures for its designated emergency support function.

**Table 3: Emergency support functions roles and responsibilities**

Emergency support function	Department	Responsibility
<b>Administration</b>	Office of the City Clerk	To coordinate legislative services for emergency operations.
<b>Administration</b>	Finance and Corporate Services Department	To coordinate fuel, hired equipment, material, and technological resources for emergency operations.  To coordinate and provide staffing support in the hiring of specific positions as required, to sustain a response during extended emergency operations.
<b>Administration</b>	Legal Services	To coordinate legal services for emergency operations.
<b>Animal Care</b>	Emergency and Protective Services Department	To coordinate the care and shelter for canine and feline pets.
<b>Animal Care</b>	Planning, Real Estate and Economic Development Department	To coordinate the transportation of livestock and the disposal of deadstock, as the result of a situation.

<b>Emergency support function</b>	<b>Department</b>	<b>Responsibility</b>
<b>Commodity Distribution</b>	Emergency and Protective Services Department	To coordinate procedures, and protocols with City services to secure life sustaining emergency supplies and their distribution to residents, businesses and visitors.
<b>Community Recovery</b>	Emergency and Protective Services Department	To coordinate community recovery and resumption of City services.
<b>Critical Infrastructure</b>	Infrastructure and Water Services Department	To coordinate the prioritization, protection and resumption of critical infrastructure.
<b>Damage Assessment</b>	Planning, Real Estate and Economic Development Department	To coordinate the identification of buildings and designated structures covered by the Building Code Act that may be unsafe due to a situation.
<b>Debris Management</b>	Public Works Department	To coordinate non-hazardous debris removal, environment protection, and site clean-up with other partnering services
<b>Donations of Goods Management</b>	Emergency and Protective Services Department	To coordinate the receipt, storage, and distribution of donated goods.
<b>Donations Management – Corporate</b>	Recreation, Cultural and Facility Services Department	To solicit, coordinate the receipt of, and track all corporate donations.
<b>Elected Officials Coordination</b>	City Manager	To coordinate Elected Officials during emergency operations.

Emergency support function	Department	Responsibility
<b>Emergency Social Services</b>	Emergency and Protective Services Department	To coordinate a framework within which arrangements and measures are implemented to ensure that basic needs are met for people impacted by a situation.
<b>Fatality Management</b>	Ottawa Police Service	To coordinate the care of the deceased in a mass fatality situation.
<b>Fatality Management</b>	Ottawa Public Health	To coordinate the care of the deceased in a natural death surge.
<b>Finance</b>	Finance and Corporate Services Department	To coordinate and manage cost accounting for emergency operations.
<b>Fire Suppression</b>	Emergency and Protective Services Department	To coordinate fire suppression in urban, rural and wild land settings.
<b>Geographic Information System (GIS)</b>	Planning, Real Estate and Economic Development Department	To coordinate and manage GIS services.
<b>Hazardous Materials</b>	Emergency and Protective Services Department	To coordinate the identification, containment, recovery and arrangements for disposal of hazardous materials.
<b>Information Analysis and Dissemination</b>	Public Information and Media Relations	To coordinate, prepare and disseminate messaging and information material to the general public and media, on behalf of the City and its partner agencies at the Corporate level.

<b>Emergency support function</b>	<b>Department</b>	<b>Responsibility</b>
<b>Internal Information</b>	Public Information and Media Relations	To coordinate and prepare messaging and information material directed for City employees and disseminate at the Corporate level.
<b>Law Enforcement</b>	Ottawa Police Service	To coordinate the provision of law enforcement services.
<b>Medical Services</b>	Emergency and Protective Services Department	To coordinate unplanned out-of-hospital emergency medical care.
<b>Natural Resources and Environment</b>	Infrastructure and Water Services Department	To coordinate the protection and sustainability of natural resources and environments, in conjunction with other partnering service areas. Note: Natural resources could include, but are not limited to: trees and forestry; mines, minerals and other non-renewable resources; and energy, including energy developed from water.
<b>Protective Measures Program</b>	Emergency and Protective Services Department	To coordinate protective measures.
<b>Public Health</b>	Ottawa Public Health	To coordinate the protection and promotion of public health in the municipality.
<b>Resource Management and Logistics</b>	Emergency and Protective Services Department	To coordinate operational resources and logistical requirements during situations.

<b>Emergency support function</b>	<b>Department</b>	<b>Responsibility</b>
<b>Search and Rescue</b>	Emergency and Protective Services Department	To coordinate the provision of technical search and rescue (structural collapse, rope / confined space, land subsidence, and water and ice rescue).
<b>Search and Rescue</b>	Ottawa Police Service	To coordinate the provision of open-air search and rescue operations.
<b>Stakeholder Coordination</b>	Emergency and Protective Services Department	To coordinate the engagement and management of stakeholders.
<b>Telecommunications</b>	Finance and Corporate Services Department	To coordinate the provision of telecommunication services.
<b>Traffic</b>	Public Works Department	To coordinate the provision of traffic services.
<b>Transit</b>	Transit Services Department	To coordinate the provision of transit services.
<b>Volunteer Management</b>	Recreation, Cultural and Facility Services Department	To coordinate the registration of unaffiliated spontaneous volunteers.
<b>Volunteer Management</b>	Emergency and Protective Services Department	To coordinate the operations of unaffiliated spontaneous volunteers and non-governmental organizations.

## Part 9: Concept of operations

It is critical that all City departments, partners and stakeholders understand how to communicate and share information efficiently in order to effectively manage situations and maintain public confidence. The Concept of operations (ConOps) is an overarching structure that brings all elements of situation management together by providing a framework to support and standardize emergency management in the City in its continued ability to prevent, mitigate, prepare, respond and recover from situations.

Situations are part of the daily operations for City service areas, but during emerging or complex situations, coordination across the Corporation, along with operational and strategic partners and stakeholders, may be required to conduct all components of emergency management.

This may mean that the City's structure may be altered somewhat from its usual administrative structure into an IMS structure. Working within this framework ensures that decision centres know how to communicate with each other and that they are resourced appropriately in order to ensure an organized and cohesive response on behalf of the City.

The ConOps also describes an effective governance structure that delineates clear roles and responsibilities within and between decision centres to ensure an effective coordinated response by supporting communication and information sharing in one standardized approach across the organization. The ConOps outlines and describes:

- Decision centre hierarchy; domain of concern; command and control structure; roles and responsibilities; and flow of communication.
- Operating parameters for Normal Operations and the four (4) response escalation levels.

The ConOps does not replace existing plans, guidelines and procedures—it explains how they will be integrated in the various decision centres.

### 9.1 Operating procedures for decision centres

Operating procedures for the City's decision centres are based on:

- Decision centre response and management objectives (see Part 2: Purpose and scope, which are also used as objectives)

- Response Escalation Level Guideline
- Decision centre hierarchy and domain of concern

### **Hierarchy and domain of concern**

The City of Ottawa has the following distinct decision centres, each with their own domain of concern:

- Incident Command Post (ICP)
- Area Command Post (ACP)
- Command Centre (CC)
- Emergency Operations Centre (EOC) (Control Group and Operations Group)

The following sub-sections describe the City decision centres and their domains of concern in the hierarchical order of mobilization.

There may be situations, such as a pandemic, where the decision centre(s) may operate using virtual means depending on the circumstances.

#### **9.1.1 Incident Command Post**

The Incident Command Post (ICP) domain of concern oversees situation management and onsite or virtual operations and has the ongoing responsibility for:

- Situation assessment
- Resource management
- Response protocols
- Responder accountability
- Rest and recovery
- Site layout
- Responder health and safety
- Hazard control

- Needs anticipation
- Information sharing

### **9.1.2 Area Command Post**

The Area Command Post (ACP) domain of concern depends on the complexity of the situation. The ACP has the ongoing responsibility to:

- Develop broad objectives for the impacted area
- Coordinate the development of individual situation objectives and strategies
- Set priorities for the use of critical resources allocated to the incidents assigned to the area

### **9.1.3 Command Centre**

A Command Centre (CC) domain of concern includes their respective service areas. The CC has the ongoing responsibility to:

- Respond and manage the needs of the ICP, ACP and the EOC
- Manage operational needs of the service areas
- Manage service area resources and administrative functions relevant to the situation
- Coordinate service area demobilization

### **9.1.4 Emergency Operations Centre**

The Emergency Operations Centre (EOC) is the City entity that coordinates the City's response to situations.

An EOC is responsible for the strategic overview of the situation and does not normally directly control field assets. The EOC makes strategic decisions and leaves tactical and operational decisions to the appropriate decision centre level.

The EOC is comprised of two distinct groups: The EOC Control Group (EOCCG) and the EOC Operations Group (EOC Ops Group) – each with separate, but interdependent domains of concern.

The EOCCG directs the City’s mitigation and response activities in a situation by providing overall policy and strategic direction. Activities include:

- Direct municipal response
- Conduct situation consequence management
- Define corporate objectives; what needs to be accomplished
- Recommend a State of Emergency Declaration
- Approve extraordinary resource requirements
- Set policy direction
- Point of contact for Mayor, Mayor’s Office and City Council
- Point of contact for external Command Centres, such as federal or provincial agencies
- Provide the integrated City view
- Ensure consistent dissemination of information
- Assure the continuity of services at the City-wide level

The EOC Ops Group is an extension of the EOCCG and its membership is comprised of City staff, partners and stakeholders. The EOC Ops Group domain of concern includes:

- Ensure continuity of City-wide operations
- Support CCs
- Provide recommendations to the EOCCG
- Develop strategies for the implementation of EOCCG objectives

The diagram in Figure 3 summarizes the City’s decision centres, their domain of concern and the role of the Centre’s personnel.

**Figure 3: Domains of concern for City decision centres**

<p><b>Emergency Operations Centre Control Group</b>  <b>City-wide management and situation awareness</b>          Goal and Objectives</p>
<p><b>Emergency Operations Centre Operations Group</b>  <b>City-wide management and situation support</b>          Strategy</p>
<p><b>Command Centre</b>  <b>City-wide and situation support</b>          Tactics and Operations</p>
<p><b>Area Command Post</b>  <b>City-wide awareness and situation management</b>          Objectives and Strategies</p>
<p><b>Incident Command Post</b>  <b>City-wide awareness and situation operations</b>          Objectives, Strategies, Tactics and Operations</p>

**9.2 Decision centre operational levels**

This section describes the operating parameters for ConOps for each of the response escalation levels. At each of the operational levels, there are various stakeholders, command structures, concurrent activities, resource requests and communications involved.

It is the responsibility of the Public Safety Service (PSS) to define, document and initiate notification procedures through the EMIS.

The CDO is the City point of contact when service area personnel observe an evolving situation. Once advised of the situation, the CDO initiates the corporate notification procedure, in order to share and obtain further situational awareness. In addition, PSS will define and document the notification procedures and establish required linkages with external partners.

Although there is a corporate emergency notification system for all DOs, EOCCG and EOC Ops Group members, it is the responsibility of each City service area to define its

own internal notification procedure and document their own processes and operating procedures.

### **Mobilized decision centres**

In Normal Operations and Monitoring, the ICP, ACP and / or CCs may be mobilized.

In Enhanced Operations, the ICP, ACP, CCs and / or EOC Ops Group may be mobilized.

In Activated Operations and State of Emergency, all Decision Centres, including the EOCCG, may be mobilized. The Ontario Provincial Emergency Operations Centre (PEOC) and Federal Government Operations Centre (GOC) are notified and may also be mobilized.

### **State of Emergency**

In a State of Emergency, it is the responsibility of the PSS, as delegated by the EMP Steering Committee, to define the operating procedures for the City of Ottawa and its partners.

A situational briefing, through an Impact and Consequence Assessment, provides the EOCCG members with sufficient information for it to determine that the situation has reached such a magnitude that a State of Emergency declaration is recommended, either for a defined geographical area or the entire city.

As per the EMCPA, “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.

Once a State of Emergency has been declared, the Head of Council shall ensure that the Solicitor General is notified forthwith of a declaration made under the Ontario EMCPA, Section 4(1).<sup>8</sup>

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<sup>8</sup> Ontario, Emergency Management and Civil Protection Act, R.S.O. 1990, Chapter E.9, Section 4(3)

Upon declaration, the Community Emergency Management Coordinator (CEMC):

- Ensures that the Head of Council has signed the Declaration of Emergency document
- Notifies the PEOC Duty Officer of the declaration
- Provides the PEOC Duty Officer with a copy of the signed declaration

### **Stakeholders**

At every operational level, it is possible that decision centres may interact with the following stakeholders:

- Residents, businesses and visitors
- Mayor, Mayor's Office and City Council
- City departments
- Partners (internal and external) that are part of day-to-day business
- Governmental and non-governmental organizations

In the Activated Operations and State of Emergency, the PEOC and GOC are notified and may be involved.

### **Concurrent activities**

At every operational level, there are many concurrent activities that are occurring within and between the various decision centres that have been mobilized.

In Normal Operations, every City service area will:

- Conduct normal daily activities
- Conduct surveillance
- Maintain situational awareness for potential or actual escalation or de-escalation
- Respond to situations following standard operating procedures and guidelines
- Report situations to management as defined by internal notification procedures
- Report situations to the CDO that may require awareness across the corporation, following the City's Response Escalation Level Guideline

- Communicate to the Mayor, City Council, residents, media and businesses through established protocols within the service area
- Ensure continuity of operations

In Monitoring or Enhanced Operations, a DO has contacted the CDO with information about a real or potential situation. For Enhanced Operations, a situation may have met escalation criteria as defined in the Response Escalation Level Guideline. From this point:

- The CDO logs situation in the EMIS
- Some or all DOs are notified of the real or potential situation through the EMIS by the CDO
- On-call DOs shall acknowledge receipt of notification
- Depending on the nature of the situation, DOs may be required to participate in a teleconference, virtual meeting, or in-person meeting, to provide awareness and updates to the CDO. On this call or meeting, a briefing is provided, and there may be a decision regarding the appropriate escalation level for the situation.
- DOs will continue to document awareness of the situation and updates in the EMIS
- DOs are responsible for providing updates to their management as defined by their internal service area procedures
- If the decision is to escalate to Enhanced Operations, all communications to Council, residents, media and businesses is now coordinated by the EIO

If a situation meets the response escalation level criteria for Activated Operations:

- All DOs and EOCCG members are notified through the EMIS that the City has entered into Activated Operations
- Only on-call DOs and EOCCG Members (or alternates when primary member is absent) are required to acknowledge receipt of notification and follow the directions of the notification
- The CDO and DOs continue to log situation information in the EMIS
- The DO network transitions into the EOC Ops Group and assumes IMS functional roles, as assigned by the EOC Commander

- DOs provide updates from the EOC Ops Group to their respective CCs
- All communications to Council, residents, media and businesses are now coordinated by the EIO

If the City's Head of Council determines that a situation warrants the declaration of a State of Emergency, the following communications will occur:

- The CEMC will complete the appropriate paperwork and follow protocol as per the MEP
- The CDO sends out a notification about the State of Emergency through the EMIS to all DOs and EOCCG members
- The EOC Commander ensures that the State of Emergency declaration is logged in the EMIS
- All EOC Ops Group members provide updates to the EOC Commander and document through the EMIS
- EOC Ops Group members provide updates respective to their assigned function(s)

### **Communication between decision centres**

As stated in Ontario Regulation 380/04, "The emergency operations centre [EOC] must have appropriate technological and telecommunications systems to ensure effective communication in an emergency." O. Reg. 380/04, s. 4(2). The ConOps provides advice and assistance in determining what telecommunications systems may be "appropriate" for a municipality. It is the municipality's decision to determine if the telecommunications capabilities in their decision centres are appropriate. Whether your decision centre is located in a municipal office, in a community hall, or as a stand-alone decision centre, the ConOps is to be used only as a guide in this process.

The telecommunication capabilities that a decision centre needs may vary based on the size and type, the number of staff fulfilling functional roles, and the hazards and risks that a municipality may face. Service areas need to be operable, meaning they have sufficient communications capabilities to meet their everyday and emergency communication requirements, and they should be interoperable with other agencies, departments, or jurisdictions. Communication interoperability is the ability for agencies to exchange information via two-way communications.

Communication system redundancy is very important to ensure the sustainability of a decision centre and this document suggests back-ups that may be appropriate for use in a decision centre. If possible, it is advisable to have back-ups for the back-ups.

To determine the telecommunication needs within decision centres, consider:

- Who needs to communicate, with whom, and when?
- What information should be communicated?
- What means of communication will be used?

Service areas should consider the assigned space for a decision centre (or if establishing a new decision centre, the desired structure) when planning telecommunications. Factors such as the level of the building where the decision centre is located; the ability, or lack thereof, to mount antennas; whether raised flooring is present or desirable; the space to locate a generator; the presence of high-rise buildings or other concrete structures; and local geography may all affect telecommunication capabilities in a decision centre.

During circumstances or a situation, such as a pandemic, and when remote working conditions are implemented, consideration must be given that decision centres may operate through virtual means with communications and meetings.

It should be noted that because of the quick pace at which technology changes, readers of this document should analyze, research, compare, and test any product or service prior to making any designs or purchases. Although every reasonable effort has been taken to ensure this document is as comprehensive as possible, readers should not base all decision centre telecommunication decisions solely on this document.

Information may be exchanged among members of a decision centre at any given level. The IMS encourages information flow within decision centre functions (between Command Staff and General Staff and among General Staff functions). In addition, a representative of a Command or General Staff function at any level may wish to exchange information with a similar function one level above or below them across decision centres.

Verifying general information is an important step before acting.

### **Resource requests**

During simple situations [which would most likely occur during Normal or Monitoring], resource needs are typically assessed by Command and ordered directly through pre-

established channels, such as a dispatch centre or pre-arranged vendor agreement. When a situation draws heavily on organizational resources, a CC can coordinate the acquisition of additional resources for the situation.

Complex situations, often with unique resources needs and multiple operational periods, may require more comprehensive processes to assess the needs, plan, order and track resources. In a complex situation [which would most likely occur during Enhanced or Activated Operations], resources are typically coordinated through CCs or the EOC. A CC can only fulfill resource requests if they own that resource and once a CC is assigned a resource, they become responsible for it. If a request were made outside of the standard operating procedures of a CC, the request would be elevated to the EOC.

Figures 4, 5, and 6. Diagrams demonstrates how communication occurs between the decision centres, management, stakeholders and residents. Within decision centres, at the Command Staff Level and at the General Staff, communication flows up and down.

**Figure 4: Monitoring communication linkages**

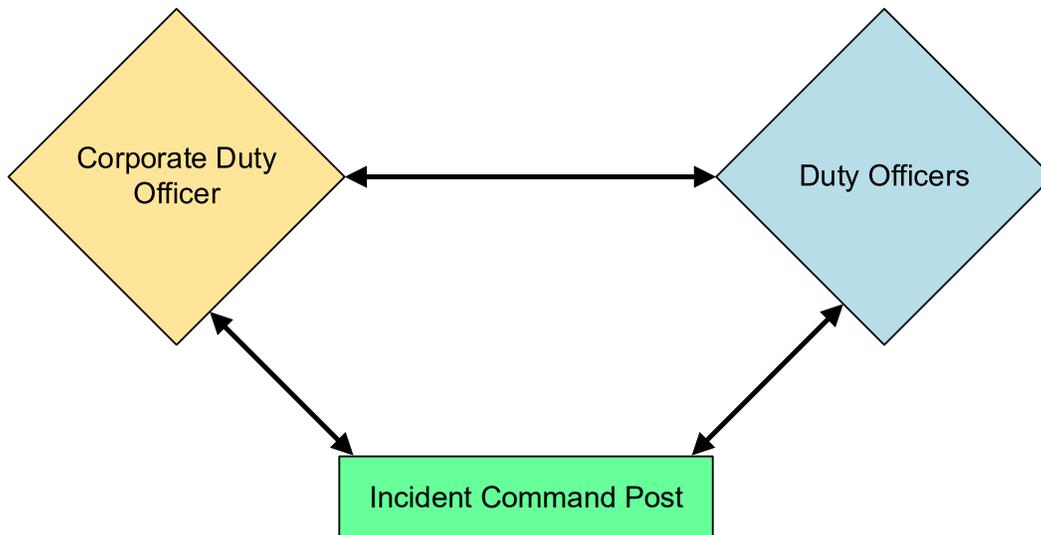


Figure 5: Enhanced Operations communication linkages

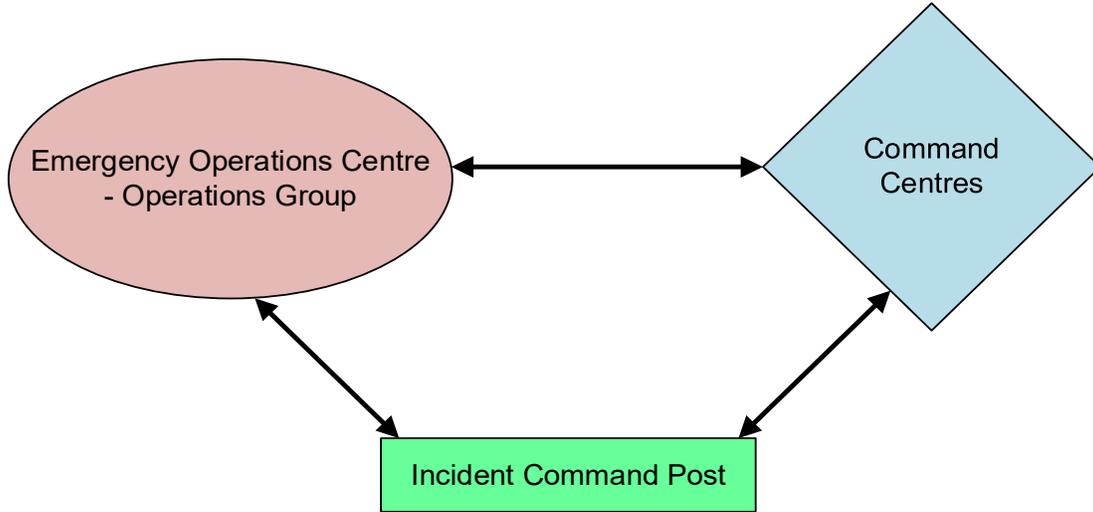
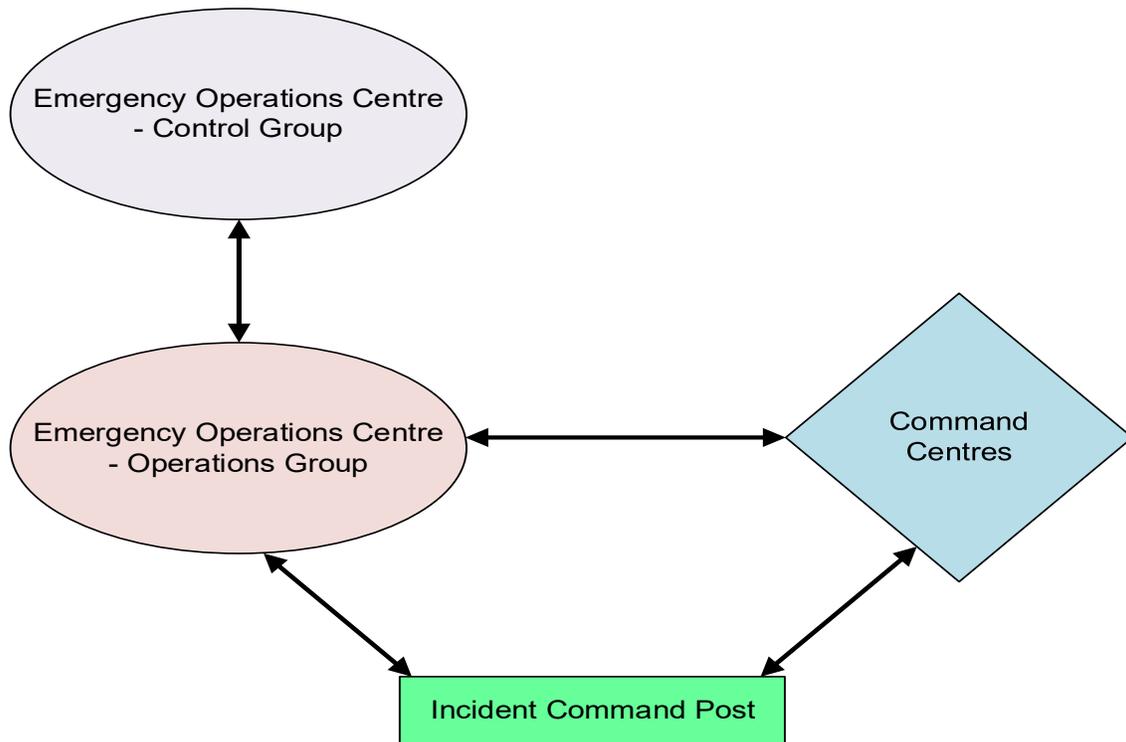


Figure 6: Activated Operations or State of Emergency communication linkages



### 9.3 Decision centre planning process

Decision centres must be resourced with the correct tools and personnel in order to ensure an organized response. This may mean that the organization's structure will be altered from its day-to-day administrative structure into a standardized functional IMS structure to incorporate required resources from across the Corporation, and at times outside the Corporation to respond to and manage a situation.

Decision centres use two primary planning models to develop consolidated IAPs:

- The Impact and Consequence Management Assessment Tool
- The IMS Planning Cycle

The Impact and Consequence Management Assessment Tool is only used by the EOCCG. All other Decision Centres use the IMS Planning Cycle to guide the development of IAPs.

#### **Impact and consequence management assessment**

The Impact and Consequence Management Assessment Tool is used by the EOCCG members to:

- Gain situational awareness and analysis
- Identify the consequences and risks
- Formulate strategic standing objectives
- Prioritize Management Response Objectives
- Determine whether a State of Emergency Declaration is recommended
- Determine any impacts on policy decisions
- Coordinate information sharing with the Mayor and City Council
- Determine the requirement for communications, coordination and resource management needs
- Provide direction and clarification for the EOC Ops Group in their IMS Planning Cycle

## **Incident Management System Planning Cycle**

The IMS Planning Cycle is utilized for simple and complex situations to gather data and analyze processes, which will allow staff to obtain complete information in order to fully analyze the situation and support decision-making.

The IMS Planning Cycle complements the overall decision centre planning process by providing the foundation for effective situation management in order to guide the development of the IAP.

## **Initial Incident Action Plan establishment**

Every situation must have an IAP, which provides all supervisory personnel with direction for the actions that are to be implemented. An IAP may be spoken or written.

With the exception of some situations that are complex at their origin, situation management usually begins with a basic verbal initial IAP. At minimum, the initial IAP should:

- Outline the objectives that must be achieved to address the situation
- List the strategies that will be used to achieve the objectives
- Define the tactics required to implement the strategies in the safest manner possible

The situation objectives can be developed by someone other than Command. However, once developed, the objectives must be approved by Command.

In a simple situation, the initial IAP is typically developed in the following steps after Command is established:

- Assess the situation
- Establish objectives and strategy
- Develop the IAP
- Develop plans to support the IAP
- Implement the IAP
- Evaluate the situation

Depending on the size and type of situation, as well as Command preference, the initial IAP may be supported by forms such as the IMS 201: Incident Briefing to ensure

accountability of resources and to allow for tactical planning. The initial IAP for simple situations is usually completed verbally. However, in some cases it may be preferable to prepare and distribute a written initial IAP from the outset.

### **Incident Action Plan development**

The exact sequence of activities and processes used to develop a written IAP may vary according to the situation and preferences of Command.

The planning process may begin with the scheduling of a planned situation, the identification of a credible threat, or the initial response to an actual or impending situation. The process continues with the implementation of the formalized steps and the staffing required for developing a written IAP.

During a situation spanning multiple operational periods, or if the planning process becomes routine, the sequence may be temporarily shortened to avoid unnecessary steps or meetings.

All decision centres responding to or managing a situation should develop their own IAP outlining how they will execute their responsibilities. Their respective IAPs should recognize their operational objectives and the applicable roles and responsibilities associated with their decision centres.

The essential elements of an IAP include:

- Statement of objectives, written in such a way to clearly define the expected deliverables and ability to measure successful completion
- Clear strategic direction
- The tactics to be employed to achieve the objectives
- A list of resources that are assigned
- The organizational structure or chart
- Safety guidelines or requirements

While an IAP is applicable to all situations, each situation dictates the level of detail to which an IAP is prepared. IAPs may be provided verbally during simple situations.

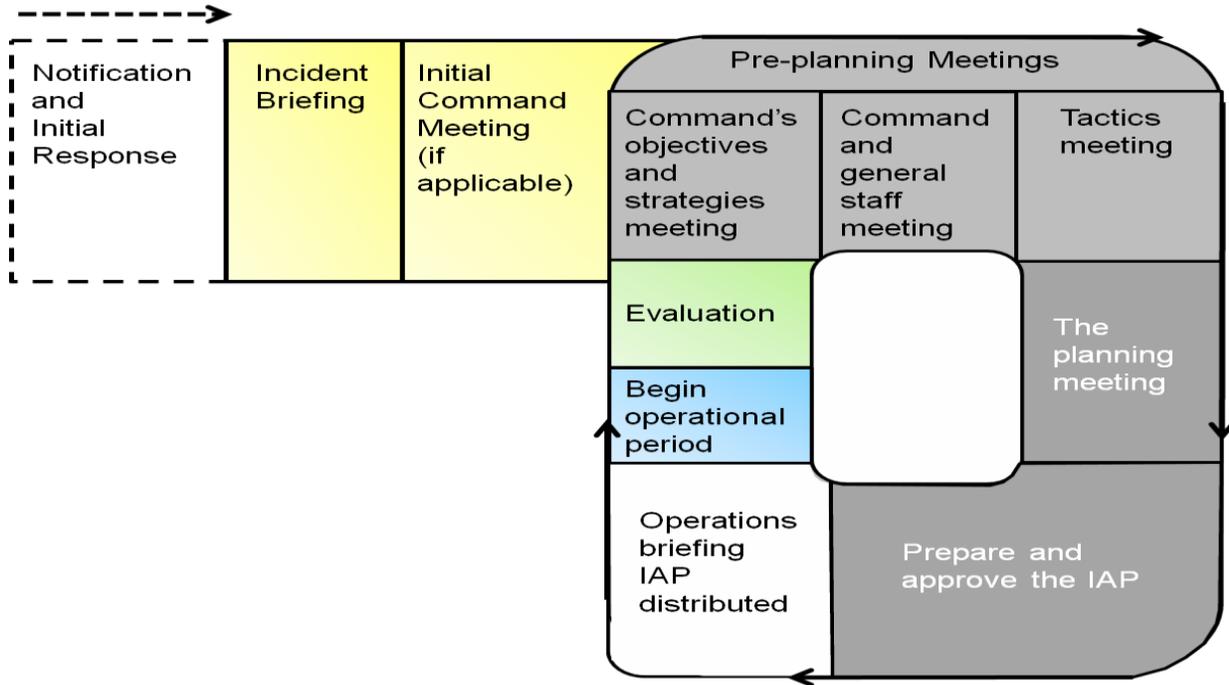
However, a written IAP should be used during complex situations or during expanding situations when new participants require a clear understanding of the tactical actions associated with the next operational period.

The following is a sequence of activities involved in the development of an IAP:

- Notification and initial response
- Incident briefing
- Initial command meeting (if applicable)
- Pre-planning meetings (optional)
- Command objectives and strategy meeting
- Command and general staff meeting
- Tactics meeting
- Planning meeting
- Preparing and approving the written IAP
- Operations briefing (where IAP is distributed)
- Start of operational period
- Evaluation (ongoing)

Figure 7 is an illustration of the IMS Planning Cycle, outlining the sequence of activities that decision centre personnel will follow in the development of an IAP.

Figure 7: IMS Planning Cycle



**Operational periods**

An operational period is the time scheduled for executing a given set of objectives, as specified in an IAP. Operational periods can vary in length, although they should not be longer than a 24-hour period. Each IAP covers one (1) operational period.

The IMS Planning Cycle is designed around identified objectives over the next operational period.

The IC establishes operational periods as a basis for the IMS Planning Cycle at the ICP. The operational periods of the ACP, CCs and the EOC Ops Group reflect or complement that of the ICPs, ACP, CCs and the EOC Ops Group, which may have two operational periods: one to respond to the needs of the site and one to ensure continuity of operations.

All decision centres schedule and conduct a briefing at the beginning of each operational period to ensure that the decision centre staff is:

- Briefed on the operational elements of the IAP
- Aware of the objectives, strategies and tactics that are expected to be accomplished within the next operational period

#### **9.4 Decision making**

All decisions made in decision centres require accurate and timely information as well as input and consultation from team members.

The decision centre commander is ultimately responsible for making key decisions on behalf of the decision centre, in consultation with the Command and General Staff.

The decision centre commander must carefully assess, evaluate, and prioritize each issue requiring a decision / approval. Once the decision is made, it must be assigned to applicable functions / positions for implementation and communicated to all appropriate decision centre staff levels.

Briefings are commonly used to facilitate the decision-making process.

All relevant documentation associated with decisions must be captured and stored in accordance with the City's records management procedures, and be consistent with the current City's Records Management Policy and Records Retention and Disposition By-law.

## Part 10: After-action reporting

This section describes the City's evaluation, after-action / corrective action and reporting process, for exercises and situations, which includes:

- 10.1 Debriefing
- 10.2 After-Action Report
- 10.3 Reporting

### 10.1 Debriefing

A situation debrief plays a critical role in learning and is an effective tool for sharing experiences, identifying difficulties and opportunities for improvement; and making recommendations for corrective action. The demobilization plan should provide opportunities for an initial debrief prior to the release of resources from the situation. The debrief process includes the recording and reporting of lessons observed and capturing inputs that are relevant for the overall After-Action Report (AAR). A debrief is required whenever the EOC is mobilized. Whenever a situation escalates to Enhanced Operations, PSS, or the participating service area(s), will determine whether a formal operational debrief is required.

Following the mobilization of the EOC, the Planning Chief is responsible for overseeing the preparation and management of the debriefing as part of the demobilization plan. For complex situations, the Planning Chief appoints a debriefing team to assist with this process. The EOC Commander will select a facilitator for the debriefing. The debriefing involves establishing timelines, collection of individual feedback, collating the information into themes, and preparing an AAR.

Each individual should have the opportunity to provide comments, either verbally or in writing. They will be asked to outline the key actions that were taken to manage the situation (what worked well), identify areas for improvement (what could be done differently next time there is a need to respond to a similar situation), determine the adequacy of the plans, processes and capabilities, and identify gaps and limitations from the situation.

## **10.2 After-Action Report**

The AAR documents the evaluation of plans, procedures, capabilities, lessons observed and performance. The AAR is completed as part of demobilization plan.

The AAR should be concise as possible and include a summary of the situation, an analysis of findings, a list of key issues, and the development of a corrective action-tracking table.

Whenever a situation escalates to Activated Operations, PSS is responsible for coordinating an AAR.

## **10.3 Reporting**

An AAR is intended to be part of the official record of the situation. All participants in a situation may be required to provide input related to the situation. The decision centre commanders are expected to report on a situation in which they participated.

**Part 11: List of supporting documents**

**Table 4: List of supporting emergency management documents**

Responsibility	Document name
Office of the City Clerk	City Clerk Departmental Emergency Management Plan  City Clerk Departmental Continuity of Operations Plan  Continuity of Government Plan
Legal Services	Legal Services Guide
Public Information and Media Relations	Public Information and Media Relations Emergency Plan and Continuity of Operations, plus appendices
Community and Social Services Department	Community and Social Services Emergency Plan Children’s Services Emergency Management Plans Long Term Care Emergency Management Plans
Emergency and Protective Services Department	Emergency and Protective Services Department Emergency Management Plan, which includes: <ul style="list-style-type: none"> <li>• By-law and Regulatory Services Emergency Plan</li> <li>• By-law and Regulatory Services Continuity of Operations Plan</li> <li>• Ottawa Fire Services Emergency Plan</li> <li>• Ottawa Fire Services Continuity of Operations Plan</li> <li>• Ottawa Paramedic Service Emergency Plan</li> <li>• Ottawa Paramedic Service Continuity of Operations Plan</li> <li>• Public Safety Service Emergency Plan</li> <li>• Public Safety Service Continuity of Operations Plan</li> </ul>

Responsibility	Document name
<p>Emergency Social Services (Emergency and Protective Services; Recreational, Cultural and Facility Services; Community and Social Services; Ottawa Public Health; Canadian Red Cross; The Salvation Army)</p>	<p>Emergency Social Services Plan</p> <p>Emergency Social Services Continuity of Operations Plan</p> <p>Disaster Psychosocial Guide</p>
<p>Finance and Corporate Services Department</p>	<p>Finance and Corporate Services Department Emergency Plan, which includes:</p> <ul style="list-style-type: none"> <li>• CIRP – Computer Incident Response Plan</li> <li>• Fleet Services Supply Chain Emergency Preparation Response Guide</li> <li>• Fleet - Fuel Management Guide</li> <li>• Human Resources Emergency Plan and COOP</li> <li>• ServiceOttawa Emergency Management Plan and COOP</li> </ul> <p>Finance and Corporate Services Department Continuity of Operations Plan</p> <p>Financial Emergency Procedures</p>
<p>Infrastructure and Water Services Department</p>	<p>Infrastructure and Water Services Departmental Emergency Plan</p> <p>Infrastructure and Water Services Departmental Continuity of Operations Plan</p> <p>Drinking Water Incident Escalation Response Plan</p> <p>Wastewater Services Situation Escalation and Response Plan</p>
<p>Planning, Real Estate and Economic Development Department</p>	<p>Planning, Real Estate and Economic Development Emergency Management Plan</p> <p>Planning, Real Estate and Economic Development Department Continuity of Operations Plan</p>

Responsibility	Document name
Public Safety Service (Emergency Management Program)	Commodity Distribution Guideline Common Terminology Emergency Management Program Continuity of Operations Plan (COOP) EOC Control Group Authority Matrix Emergency Operations Centre Guideline EMP Terms of Reference Hazard Mitigation Plan Northern Ontario Evacuation Plan Plan Implementation, Maintenance, Revision and Evaluation Protective Measures Program Guide Recovery Guide Resource Management and Logistics Guide Response Escalation Level Guideline Standard Operating Guideline: Plan Implementation, Maintenance, Revision and Evaluation
Public Works Department	Public Works Departmental Emergency Plan Public Works Departmental Continuity of Operations Plan Flood Preparedness Response Plan Forestry Services Emergency Plan Rideau River Flood Control Response Plan Roads Emergency Plan Solid Waste Services Incident Escalation Response Plan Traffic Services Emergency Management Plan
Recreation, Cultural and Facility Services Department	Emergency Volunteer Registration Plan Donations Management Emergency Plan

Responsibility	Document name
Transit Services Department	Transit Services Departmental Emergency Management Plan Transit Services Departmental Continuity of Operations Plan Rail Construction Program Emergency Management Plan Transit Operations Services Emergency Management Plan
Ottawa Police Service	Ottawa Police Emergency Response and Management Plan Ottawa Police Service Continuity of Operations Plan Mass Fatality Plan
Ottawa Public Health	Ottawa Public Health Emergency Plan Ottawa Public Health Continuity of Operations Plan Adverse Drinking Water Incident Response Plan Emergency Priority Populations Plan Extreme Heat Cold Smog Plan for the City of Ottawa Natural Death Surge Guide Opioid Interagency Overdose Cluster Response Plan Respiratory Infectious Disease Response Plan
Ottawa Public Library	Ottawa Public Library Emergency Management Plan Ottawa Public Library Continuity of Operations Plan