



By-law 76-2020 APPENDIX A:
MUNICIPAL EMERGENCY AND CONTINUITY MANAGEMENT PROGRAM

1. INTRODUCTION

The Emergency Management and Civil Protection Act and Ontario Regulation 380/04 require municipalities to carry out specific activities annually to comply with legislated standards. This program sets up the elements of a continual improvement process to develop, implement, maintain and evaluate emergency management and continuity of operations programs that address Disaster Risk Reduction (DRR), preparedness, response and recovery that meet and exceed all the necessary requirements of Regulation 380/04. This approach includes a complete systematic process aimed at the continuity of the City of Burlington's functionality in all types, and through all phases, of disruptions utilizing a risk-based approach. The program is developed and updated using Canadian Standards Association (CSA) Z1600 as a benchmark for continual improvement. The program supports consistent and integrated implementation and operation within the City of Burlington's management system(s). The elements of the continual improvement process included herein consist of program management, planning, implementation, program evaluation, and management review.

2. PROGRAM MANAGEMENT

The City of Burlington (hereby referred to as the Corporation) Emergency and Continuity Management Program includes the following principles and components:

a) Program Administration

The Program is the Corporation's Emergency and Continuity Management Program, developed, implemented and updated in accordance with the Emergency Management and Civil Protection Act and Ontario Regulation 380/04. The content herein encompasses all elements of the program plan.

i. Program Committee

The Corporation will establish an Emergency Management Program Committee, members of which will provide strategic input in coordinating the development, implementation, evaluation, maintenance and continual improvement of the program.

ii. Goals, Objectives, and Performance Measures

The Corporation will establish program goals, objectives and performance measures annually, to be integrated into the city's overarching goals and objectives, in the form of a service business plan.

iii. Budget and Controls



The Corporation will establish a program budget allocated to the following program elements: disaster risk reduction, preparedness, response, and recovery efforts. The Corporation will develop financial procedures and controls to support the program before, during and after an emergency/disaster.

iv. Records Management

The Corporation will document and maintain logs and records of activities and decisions related to the Program and establish an effective records management process.

v. Program Review

The Program will be updated to respond to changes to applicable legislation, policies, regulatory requirements, directives, standards and codes of practice made at various levels of government and by other decision-making authorities as deemed necessary by the program committee.

b) Compliance with Laws and Authorities

The Corporation will ensure the program complies with applicable legislation, regulatory requirements, orders, directives, and policies.

3. PLANNING

a) Planning Process

The Corporation will assign a planning coordinator (the primary Community Emergency Management Coordinator - CEMC) to oversee the development, implementation, evaluation and maintenance of the emergency and continuity management program. The planning coordinator will work with the program committee to develop and document a municipal emergency response plan, hazard specific sub-plans and emergency operational procedures, including considerations for crisis and information management and business continuity / continuity of operations. The Corporation will include key stakeholders in the planning process where applicable and engage in such process on a regularly scheduled basis, or when the situation has changed in such a way that the existing plan(s) are put into question.

b) Common Plan Elements

The Corporation will establish plans that include a stated purpose, scope, and objectives. Plans will identify and assign the Corporation's internal

- i. Functional roles and responsibilities;
- ii. Lines of authority; and
- iii. Designated alternates.



Plans will identify external organizations with mutually agreed-to

- i. Functional roles and responsibilities; and
- ii. Lines of authority.

Plans will identify logistics support and resource requirements. Plans will identify the process for managing the communication and flow of information, both internally and externally. The Corporation will make appropriate sections of the plans available to those individuals or teams assigned specific tasks and responsibilities therein, and to other stakeholders as required. The plan will identify the process for maintenance.

c) Hazard Identification and Risk Assessment

The Corporation will identify and monitor the hazards that can have an impact on its operations and areas of responsibility. Hazards from the following three categories will be considered:

1. Natural,
2. Human Caused (Intentional), and
3. Technological.

The Corporation will conduct an annual risk assessment that will include risk identification, risk analysis and evaluation. The risk identification will encompass finding, recognizing, and describing risk sources that could disrupt the Corporation's products and services. The risk analysis will consider the causes and sources of risk, their positive and negative consequences, and the likelihood of those consequences, should they occur, on business operations, community, associated stakeholders, related infrastructure, and the environment. The risk evaluation will compare the risk analysis with internal and external risk criteria to determine whether the risk impact or its likelihood is acceptable or tolerable to the Corporation.

The Hazard Identification and Risk Assessment results will serve as the foundational component driving all hazard specific sub-plan elements and emergency operational procedures.

d) Business Impact Analysis (BIA)

The Corporation will perform a Business Impact Analysis to evaluate the potential impact, damage, or loss over time, which might be experienced as a result of a disruption of its activities supporting the Corporation's products and services and will identify dependencies. The Corporation will identify its critical activities and set prioritized timeframes for resuming its activities at a specified minimum acceptable level, taking into consideration the time within which the impacts of not resuming them would be unacceptable (establishing a maximum tolerable period of disruption).

The Corporation will identify supporting resources required to attain recovery time objectives and to sustain critical activities (including people, facilities, suppliers and technology).

e) Critical Infrastructure Identification

The Corporation will identify Critical Infrastructure (CI) within the city boundaries in order to manage risks, reduce vulnerabilities and strengthen the resilience of critical infrastructure across the ten CI sectors defined by Public Safety Canada (PSC):

- i. **Health** – healthcare and public health sector facilities
- ii. **Food** – production, distribution and retail
- iii. **Finance** – depository institutions, providers of investment products, insurance companies, other credit and financing organizations, and the providers of the critical financial utilities and services that support these functions
- iv. **Water** – public drinking water, waste water
- v. **Information and Communication Technology** – telecommunications
- vi. **Safety** – security and intelligence
- vii. **Energy and utilities** – electricity, oil, and natural gas
- viii. **Manufacturing** – basic chemicals, specialty chemicals, agricultural chemicals, pharmaceuticals, consumer products; primary metals, machinery, electrical equipment, appliance and component, and transportation equipment manufacturing
- ix. **Government** – educational facilities, institutions of higher education, and business and trade schools, government owned facilities
- x. **Transportation** – pipeline systems, freight rail, mass transit and passenger rail, highway and motor carrier, aviation, postal and shipping

The Corporation will use this information to develop procedures under the Emergency and Continuity Management Program with the following objectives in mind:

- i. To build partnerships – to support and enhance CI resiliency;
- ii. Implement an all-hazards risk management approach – promotes the application of risk management and sound business continuity planning; and
- iii. Advance the timely sharing and protection of information among partners and key stakeholders.

f) Strategies

The Corporation will develop and maintain strategies based on the information obtained from the hazard assessment and risk assessment and the business impact analysis with a focus on

- i. disaster risk reduction (incident prevention and strategies to mitigate, limit, or control the consequences, extent, or severity of an incident);

- ii. strategies to prepare effective response, continuity and recovery operations;
- iii. strategies to respond to incidents that threaten people, property, the environment, and/or the continuity of operations;
- iv. strategies to continue critical activities;
- v. strategies to recover to an acceptable level;
- vi. strategies for effective communication throughout the components of the program; and
- vii. strategies for competency-based training and education.

4. IMPLEMENTATION

i. Disaster Risk Reduction

The Corporation will implement strategies, plans and procedures which aim to prevent an incident, including short-term and long-term measures to avoid incidents or stop them from occurring. The Corporation will implement strategies to limit or control the consequences, extent, or severity of an incident that cannot be reasonably prevented. Mitigation plans will include short-term and long-term procedures and actions to limit or control the consequences, extent, or severity of an incident that cannot be reasonably prevented.

ii. Preparedness

The Corporation will implement strategies and activities to prepare for and respond to incidents that threaten people, property, the environment, and/or continuity of operations.

i. Incident Management System (IMS)

To manage an incident, the Corporation will establish:

- A primary and alternative Emergency Operations Centre(s) (EOCs) able to manage continuity, response and recovery operations; and
- An incident management system to direct, control and coordinate response, continuity, and recovery activities. The incident management system will assign specific organizational hierarchy, roles, titles and responsibilities for each incident management function, and procedures for coordinating response, continuity and recovery activities.

ii. Emergency Communication and Warning

The Emergency Response and Information Management System will include the setup of:

- Telecommunications and other communications systems that are regularly tested. Consideration will be given to the need for redundancy, interoperability, and security of communications systems;
- Emergency communication and warning systems to alert people who may be impacted by an actual or impending emergency and to advise the public of threats to people, property, and the environment, either directly, or through authorized agencies, will be developed and periodically tested; and
- Communication procedures inclusive of protective action guidelines for emergencies where potentially impacted populations can be advised to shelter-in-place, evacuate or take any other actions as directed.

The Corporation will establish and maintain procedures to provide emergency information that includes the following:

- A central point of contact for the media;
- Procedures to gather, monitor, and disseminate emergency information;
- Pre-scripted information bulletins;
- Procedures to coordinate and approve information for release;
- Procedures to communicate with special needs populations; and
- Protective action guidelines for shelter-in-place and evacuation.

The Corporation will establish and maintain the capability to provide crisis information through enhanced communications with all stakeholders during an incident. The Corporation will develop emergency communication and warning capability to advise the affected populations of hazards and threats to people, property, the environment, and/or the continuity of services either directly, indirectly, or through authorized agencies.

iii. Public Awareness and Education

The Corporation will develop and implement public awareness and education programs where the public is potentially impacted by an incident.

iv. Training and Exercises

The Corporation will develop, implement and maintain or provide a competency-based training and educational curriculum to support the program. The objective of the curriculum will be to create awareness and enhance the skills required to develop, implement and execute the program. Exercises will be designed to test individual essential elements, interrelated elements, or the entire plan(s). Evaluations will be based on post-incident analyses and reports, lessons learned and performance evaluations. Procedures will be established to correct and improve on any areas identified during evaluation. Training records will be maintained.

v. Business Continuity / Continuity of Operations

The Corporation will implement documented plan(s) that detail how the city will manage a disruptive event and how it will recover or maintain its critical activities to a predetermined level, based on management approval. The Corporation will develop, maintain, and exercise information technology (IT) disaster recovery plans for the recovery of technology used to support essential municipal operations.

The Corporation will implement a decentralized approach to business continuity in order to maintain business continuity ownership at a foundational level and to ensure standards are mandated and every department appoints a central agent as a resource for plan administration, education, workshops and templates. Each department will:

- i. Develop and validate business continuity plans;
- ii. Update their plans on an annual basis or more frequently if a significant operational change occurred in the interim; and
- iii. Appoint a representative to sit on the Continuity of Operations Planning (COOP) Committee.

The Corporation will establish a continuity management structure (operations recovery group within the crisis management team) that provides for capabilities to:

- i. Confirm the nature and extent of an incident;
- ii. Implement appropriate actions;
- iii. Have processes and procedures for the activation, operation, coordination, and communication of continuity strategies and plans;
- iv. Have resources available to support the processes and procedures to manage an incident; and
- v. Communicate with stakeholders.

5. RESPONSE

The Corporation will implement Emergency Operational Procedures (EOPs) to support the activation and execution of the Corporate Emergency Response Plan (CERP) and / or the Corporate Continuity of Governance and Operations Plan (COGOP), along with hazard specific sub-plans.

a) Situation Analysis

The Corporation will implement procedures to conduct a situational analysis that includes a damage and impact assessment and identification of the resources needed to support and manage emergency and continuity operations.

b) Continuity

The Corporation will implement procedures to allow for continuity and mitigation activities to be carried out concurrently during response.



c) Transfer of Leadership

The Corporation will implement procedures to allow for transfer of leadership during an incident.

d) Communications / Emergency Information

The Corporation will provide communications and emergency information during a response by implementing the systems and procedures developed during the preparedness phase and as documented in the response plan(s).

e) Public Awareness

The Corporation will evaluate, and if required, modify public awareness and public education programs based on incident specific information.

6. RECOVERY AND REHABILITATION

The Corporation will develop and implement a recovery and rehabilitation plan to support short-term and long-term priorities for recovery of functions, services, resources, facilities, programs and infrastructure. The recovery and rehabilitation plan will be based on the results of the hazard identification and risk assessment, the business impact analysis, continuity of operations strategies, program constraints, operational experience, and ongoing cost-benefit-analysis. The recovery and rehabilitation plan will include measures to reduce vulnerability of the Corporation prior to and during the recovery period.

a) Resource Management

The Corporation will implement resource management procedures to ensure that adequate human, physical, financial, and information resources are provided. The Corporation will implement mutual aid, mutual assistance, reciprocal, and/or service level agreements as required.

b) Facilities

The Corporation will establish primary and alternative Emergency Operations Centers (EOCs) and alternate work locations (physical or virtual), capable of supporting the management of emergency and continuity response operations.

c) Recovery and Rehabilitation Procedures



The Corporation will execute procedures to restore and return operations from the temporary measures adopted during an incident to support normal business/operations requirements after an incident.

d) Recovery Assessment

The Corporation will identify and assess emerging risk/hazard, incident impact, and capability assessment responsibilities and processes.

e) Communications

The Corporation will provide communications during the recovery phase of a response by implementing the systems and procedures developed during the preparedness phase and as documented in the recovery plans.

f) Re-evaluation

The Corporation will re-evaluate the recovery plans and strategies to ensure that disaster risk reduction strategies remain valid and effective.

g) Restoration

The Corporation will provide recovery plans for short-term and long-term priorities for restoration of functions, services, resources, facilities, programs, and infrastructure.

7. MANAGEMENT REVIEW

Senior management will review and advise on continual program improvement through participation on the Emergency Management Program Committee (EMPC), as required by the Emergency Management and Civil Protection Act, which consists of representatives from city municipal services and agencies, or designated alternates. The Community Emergency Management Coordinator (CEMC) or alternate will chair the EMPC. The EMPC will assess opportunities to continually improve the program and will conduct an annual review of the program, incorporating ongoing analysis and evaluation, as well as corrective action planning and review.

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1. INTRODUCTION

The introduction section of the plan is designated to provide the City of Burlington employees with basic information about the plan and the departmental entities covered.

1.1. Purpose and Scope

The purpose of the Corporate Emergency Response Plan (CERP) provides the framework of how the City of Burlington will respond to, mitigate the impact of and recover from an emergency/disaster. It describes the legal authorities, Concept of Operations (COP) and functional roles and responsibilities that would be employed during an emergency/disaster.

The CERP was developed to provide necessary information to facilitate the effective co-ordination of human and physical resources, services and activities necessary to:

1. Protect and preserve life and property;
2. Minimize and/or mitigate the effects of the emergency/disaster on residents and physical infrastructure of the City of Burlington; and
3. Quickly and efficiently enable the recovery and return of normal services.

The CERP also affords provision for the efficient administration, coordination and implementation of extraordinary arrangements and response measures taken by the City of Burlington to protect the health, safety and welfare of the residents of Burlington during any emergency/disaster by:

1. Identifying the governance structure for emergency response within the City of Burlington;
2. Identifying roles and responsibilities required in mitigating against, preparing for, responding to and recovering from emergencies and disasters;
3. Identifying standard response goals for emergency response operations and decision making; and
4. Providing for a coordinated response by the municipality and partner agencies in managing emergencies.

The annexes are designed to provide key supporting information for conducting emergency response actions under the Core Plan.

The CERP encompasses the initial emergency/disaster assessment and activation decision tree phase.

1.2. Definition of a Crisis/Emergency/Disaster

Many standards refer to a crisis as a *'critical event or point of decision which, if not handled in an appropriate and timely manner (or if not handled at all), may turn into a disaster or catastrophe.'*

Emergencies and disasters are distinct from the normal daily operations carried out by municipal first response agencies and City Municipal services.

The Emergency Management and Civil Protection Act defines an emergency as:

'A 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.'

The United Nations Office for Disaster Risk Reduction (UNISDR) defines a disaster as:

'a serious disruption of the functioning of a community or society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community of society to cope with using its own resources.'

1.3. Document Format

The CERP has been specifically organized in a modular format to ensure that new or updated information can be easily incorporated. As such, there are three primary sections that, together, comprise the CERP:

1. Introduction
2. Core Plan (Concept of Operations)
3. Annexes

The introduction includes basic information that describes the purpose and scope of the CERP, documents the legal authority for the CERP, crosswalks the CERP's relationship to relevant legislation and best practices and documents how the CERP is amended.

The Core Plan describes the fundamental components of the initial assessment, activation, and mobilization of resources in the event of an emergency/disaster within the City of Burlington.

The annexes following the Core Plan provide additional information as referenced in other sections of the CERP.

1.4. Applicable Legislation/Best Practices

The CERP has been prepared in general accordance with the regulatory requirements for emergency planning as outlined below:

| Regulatory Body | Governing Legislation or Best Practice |
|-----------------------------------|---|
| Ministry of the Solicitor General | Emergency Management and Civil Protection Act, R.S.O. 1990, c.E.9 – Section 3 – Municipal Response Plan |

| | |
|--|--|
| Ministry of the Solicitor General | Regulation 380/04 – Part II Municipal Standards |
| Canadian Standards Association | CSA Z1600 2017 – Standard on Emergency and Continuity Management |
| United Nations Office for Disaster Risk Reduction (UNISDR) | Sendai Framework |

***Declaration of a municipal emergency will be completed in accordance with provincial requirements and is detailed in Confidential Annex 3.**

1.5. Legal Authorities

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

- The Emergency Management and Civil Protection Act, R. S. O. 1990, c.E.9, as amended (the “Act”)
- The City of Burlington Emergency Management Program By-Law [076-2020](#)

1.6. Plan Custodian

The CERP will be maintained and updated by the Community Emergency Management Coordinator (CEMC) and/or alternate in consultation with the Emergency Management Program Committee (EMPC). Updates will be presented and approved by Council.

1.7. Department Identification Information

Each municipal department will develop and maintain their own Emergency Operations Procedure (EOP) that are outlined in the table below. All departments within City Hall and Sims Square will develop one EOP for each location. The CEMC will provide the template(s) and guidance tools to assist in the development thereof.

***The department EOPs will be made available through each custodian and is specific to department emergency protocols.**

| Department Name | EOP Custodian |
|--|---|
| Fire Department | Deputy Fire Chief |
| Information Technology Services (City Hall EOP) | Manager, IT Infrastructure and Operations |
| City Managers Office (City Hall EOP) | Office Administrator, City Managers Office |
| Engineering Services (City Hall EOP) | Director, Engineering Services |
| Roads, Parks, Forestry | Manager, Business Services |
| Service Burlington (City Hall EOP) | Manager, Customer Experience |
| Human Resources (Sims Square EOP) | Executive Director, Human Resources |
| Recreation, Community and Culture (City Hall EOP) | Director, Recreation, Community and Culture |
| Transit | Manager, Transit Operations |
| Legal Services & Corporation Counsel (Sims Square EOP) | Executive Director of Legal Services & Corporation Counsel |
| Finance (Sims Square EOP) | Controller and Manager of Financial Services |
| Community Planning (City Hall EOP) | Director, Community Planning |
| Building and By Law (City Hall EOP) | Chief Building Official Director, Building and By-law Department |
| Transportation Services | Director, Transportation Services |

1.8. Plan Structure

This CERP has been organized in a modular framework. The plan structure ensures minimal duplication between emergency plans and departmental EOPs incorporating a combination of pre-existing emergency plan documentation and existing EOPs into the



modular format. The plan structure is interconnected through the following three primary sections:

1. Introduction
2. Concept of Operations (Core Plan)
3. Annexes

The Core Plan contains an overview of Emergency Response Procedures and information that is consistent with City of Burlington operations. Specific hazard information, internal protocols and contact information will also be found in the appropriate annexes.

2. CORE PLAN

The Concept of Operations (also known as the Core Plan) is intended to reflect the essential steps necessary to initiate, conduct, and terminate an emergency/disaster response action. The Core Plan provides information that is time critical in the earliest stages of a response and serves as a framework to guide departments and agencies through key steps necessary to mount an effective response. The Core Plan outlines the City of Burlington's overall approach to the CERP following the wake of an emergency/disaster where a situation or impending situation constitutes a danger of major proportions and/or a serious disruption of daily operations exceeds the ability of the municipality to cope with using its own resources.

2.1 Discovery

This section addresses the initial assessment criteria and response action(s) the person(s) discovering the emergency/disaster will take to assess the problem at hand and initiate appropriate notification and response protocols. Recognition, basic assessment, source control (as appropriate) and initial notification of proper personnel is addressed and is contextualized further in each Department EOP.

IMPORTANT!

Report all emergencies that are beyond the response capability of the department to:

Your immediate supervisor/manager
&

The Community Emergency Management Coordinator
cemc@burlington.ca 289-208-3681

Once you have identified that an incident has occurred, and is beyond your control, remember:

1. **SAFETY:** Protect yourself
2. **ISOLATE:** Control access to protect employees and the public
3. **NOTIFY:** Contact the CEMC and your supervisor/manager

2.1.1 Initial Assessment

The following matrix is the initial assessment matrix for classifying a level of emergency pertaining to the ongoing monitoring of potential crisis/emergency events that may escalate to a disaster.

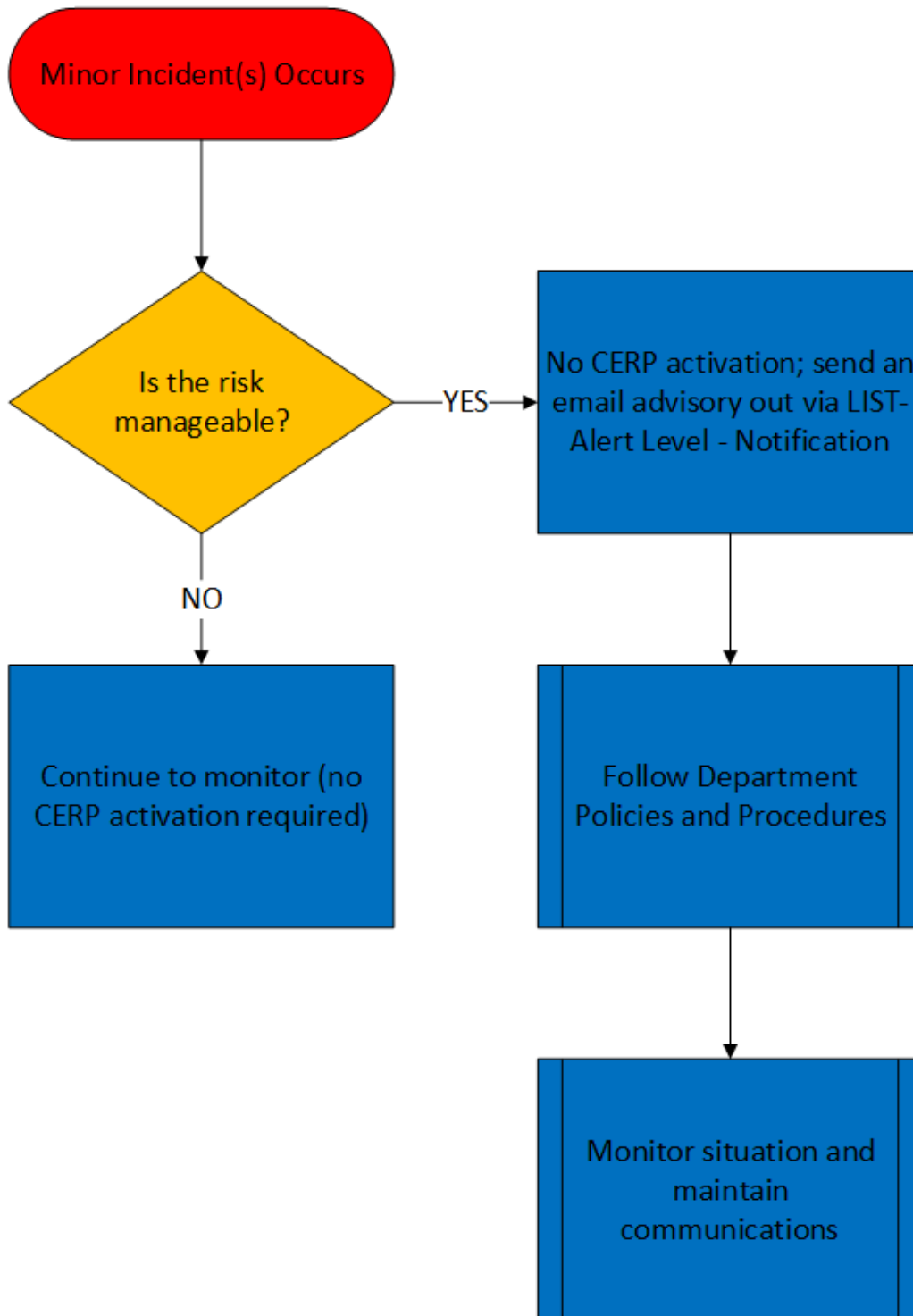
| Level of Activation | Personnel Monitoring / Call Out List | Activation Triggers | Risk Level |
|--------------------------------------|---|---|--|
| Alert Level | COB Emergency Management (CEMC & EM staff); H&S Coordinators; Corporate Comms. (Management); Regional EM Group <i>(to receive routine monitoring updates from our neighboring agencies)</i> | <ul style="list-style-type: none"> ✓ Local weather advisories ✓ Minor traffic/transit disruptions (pulled from BT alerts) ✓ MTO Compass Alerts | Very Low – Manageable – has no immediate impact on service operations or resources |
| Level 1 – Enhanced Monitoring | City Manager; CEMC & EM Staff; CBO and Deputy CBO's; RPF – Management; Engineering Services – Management; Transit – Management; Transportation – Management; BFD – Management; Burlington Hydro – CEO & VP; Recreation, Community & Culture – Management; Corporate Communications & Engagement – Management; ITS – Management; HR / H&S – Coordinators; Region EM Group | <ul style="list-style-type: none"> ✓ Isolated / localized incident that may impact more than one department; <li style="text-align: center;">OR ✓ Isolated / localized incident (s) that may result in a disruption to one or more service line | Low – Disruptive Impacts a small subset of essential services or a broad range of essential services for a short period of time or has no immediate impact but impacts will grow if not addressed in a timely manner |
| Level 2 – Partial Activation | Crisis Management Team (CMT) 1,2 Region EM Group CMT Operations Recovery Group 1,2 | <ul style="list-style-type: none"> ✓ Issue(s) identified that if unchecked or unresolved, may lead to a Crisis; and/or ✓ Crisis Communications Plan needs to be activated ✓ A Corporate/Department Impact Disaster occurs either as a standalone | Medium – Issue/Crisis Management and/or Disaster Management An event, procedure, practice or action that may trigger a crisis community centric (public facing) and / |

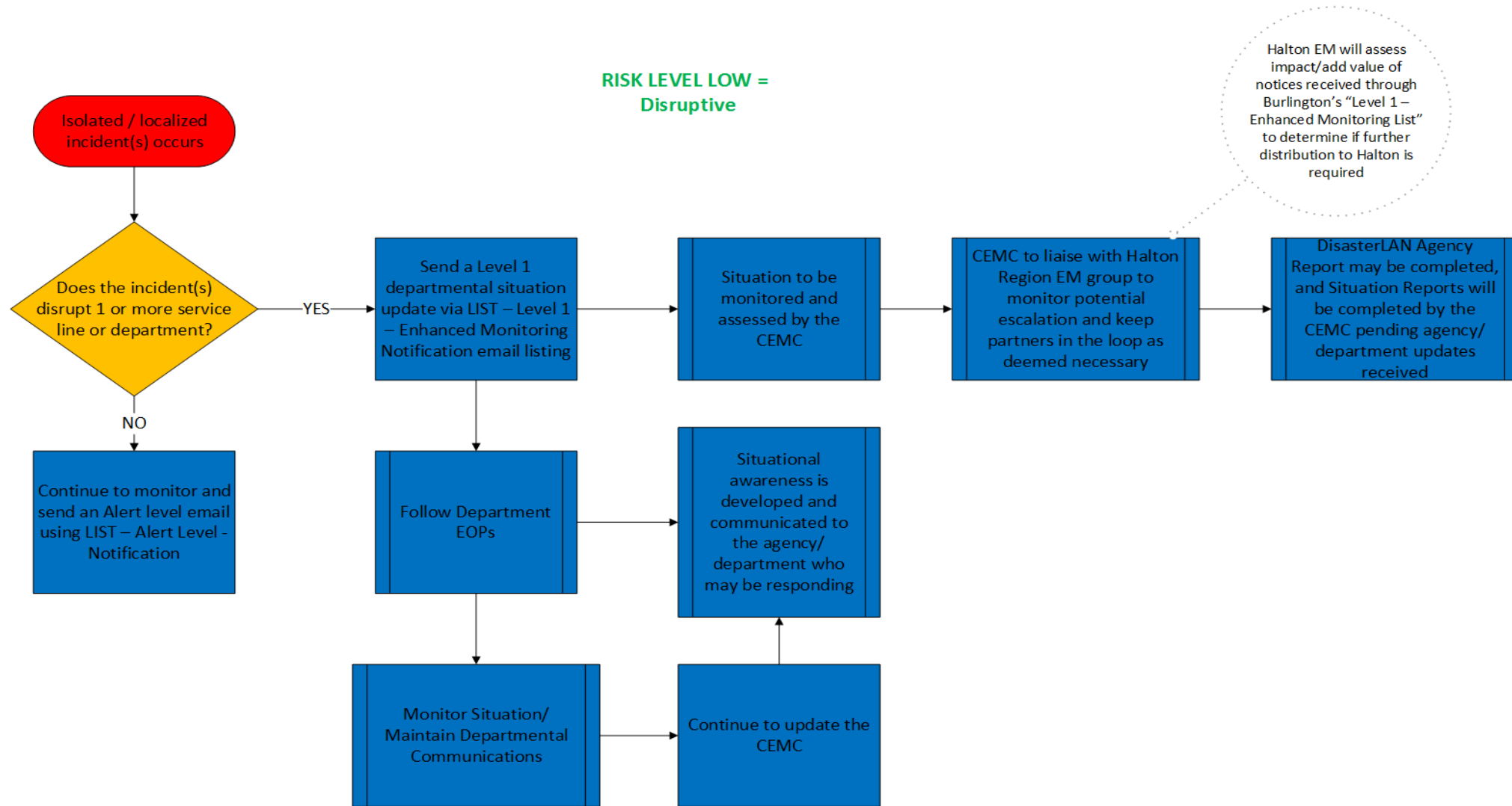
| | | | |
|---|---|---|--|
| | | <p>incident or in addition to the ongoing Crisis</p> <ul style="list-style-type: none"> - Incident > RTO; - Impacts are extensive and outside of control; and/or - A need to activate the Continuity of Governance and Operations Plan (COGOP) exists or any Departmental COOP(s) | <p>or a corporate /department impact disaster that occurs (internal facing with service line impact(s))</p> |
| <p>Level 3 – Full Activation</p> | <p>Emergency Control Group (ECG) 1,2</p> <p>Region EM Group</p> | <ul style="list-style-type: none"> ✓ Multiple City resources are required to manage or mitigate the effects of the emergency event ✓ Regularly scheduled Municipal programs and operations have been suspended or altered due to the emergency event impacts ✓ Full activation response activities need to be supported by most Municipal departments and external stakeholders, including Halton Region | <p>High – Crisis – Mission Critical</p> <p>Impacts the ability for the Corporation and/or Department or other service areas to deliver essential services and/or impacts the community on a large scale</p> |

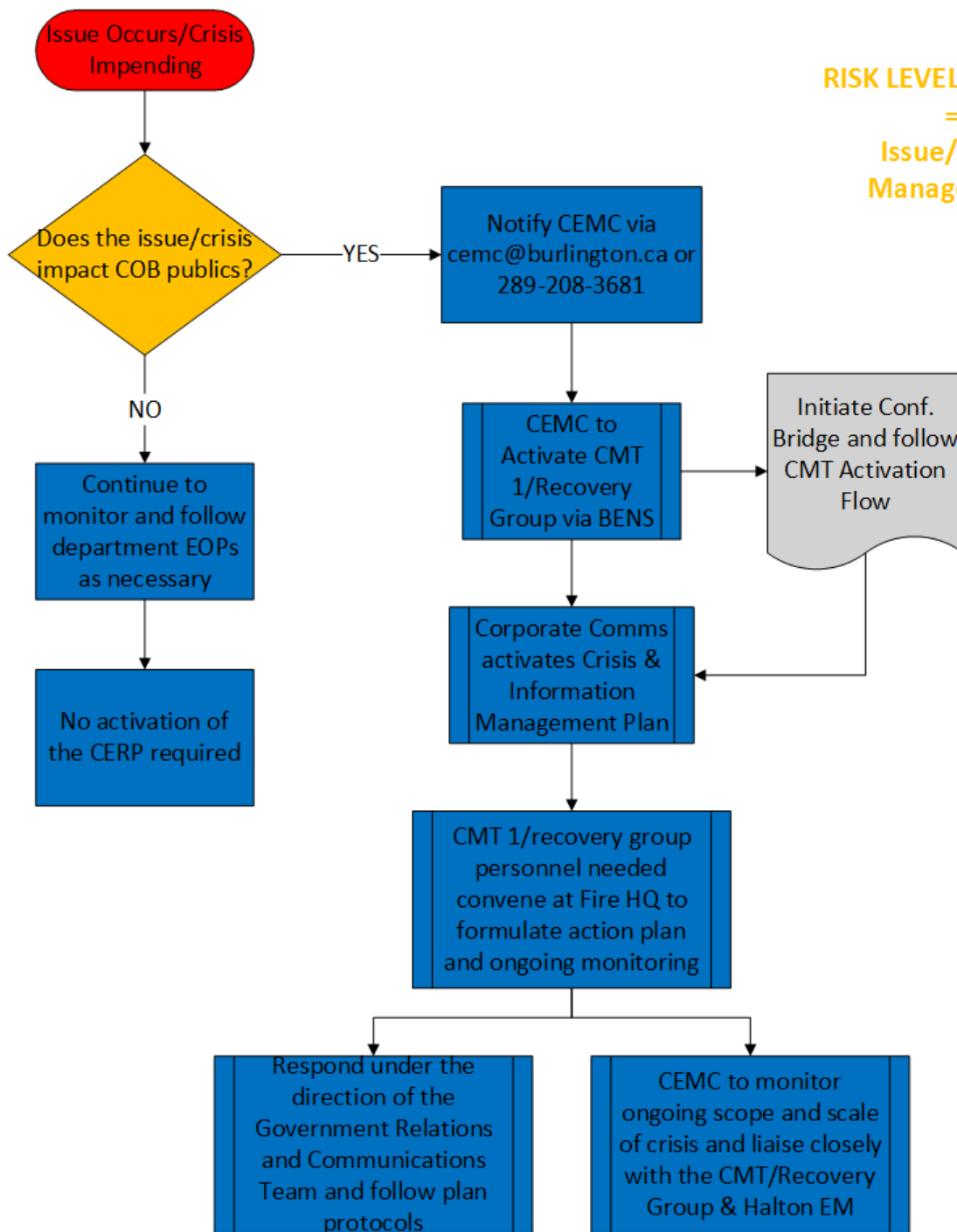
2.1.2 Implementation – Tiered Plan Activation Protocols

The following decision trees are based on a tiered plan activation protocol that is driven by the risk level identified. The tiered approach ensures plan activation scalability and flexibility in critical incident response is achieved.

**RISK LEVEL VERY
LOW =
Manageable**



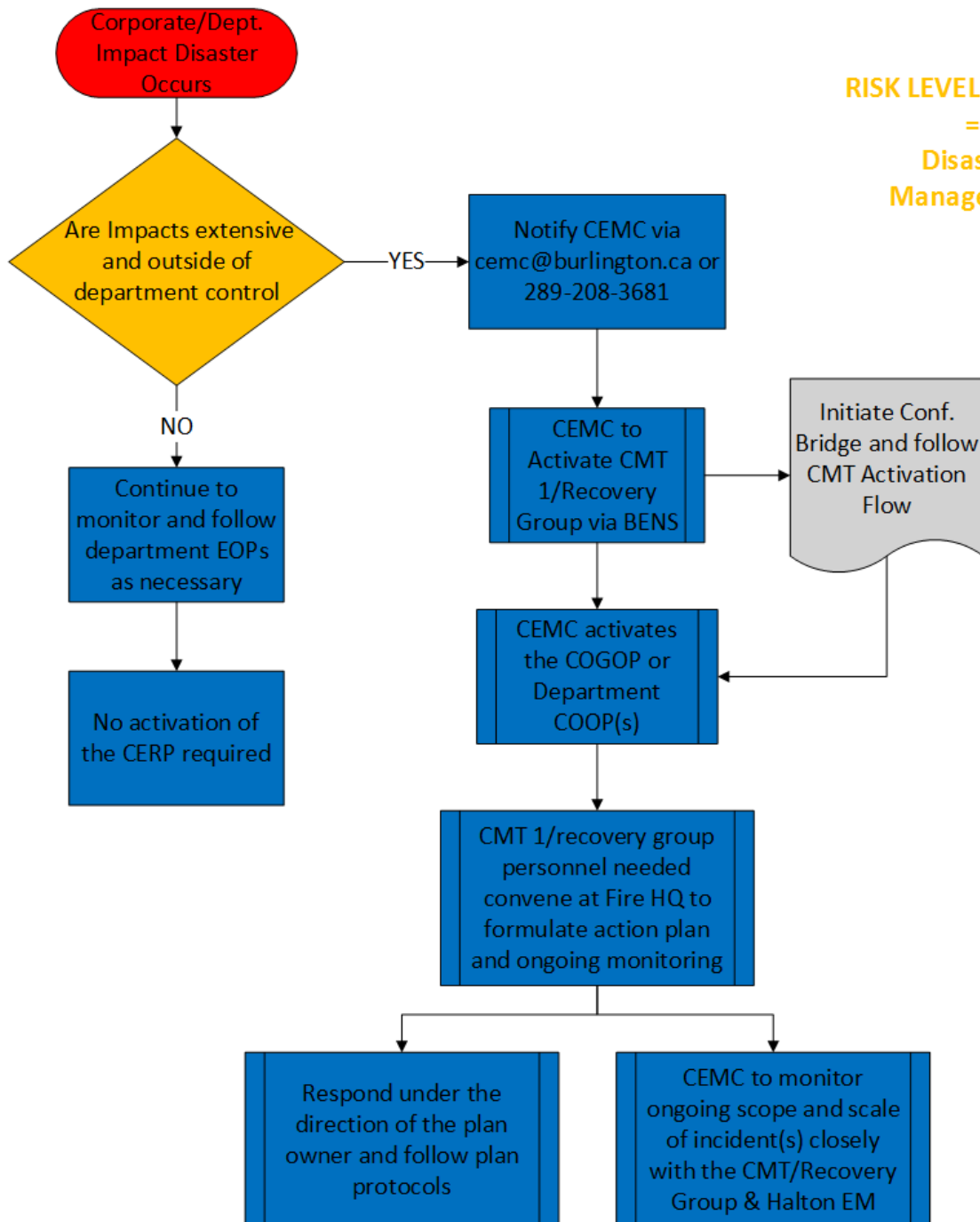




RISK LEVEL MEDIUM

=

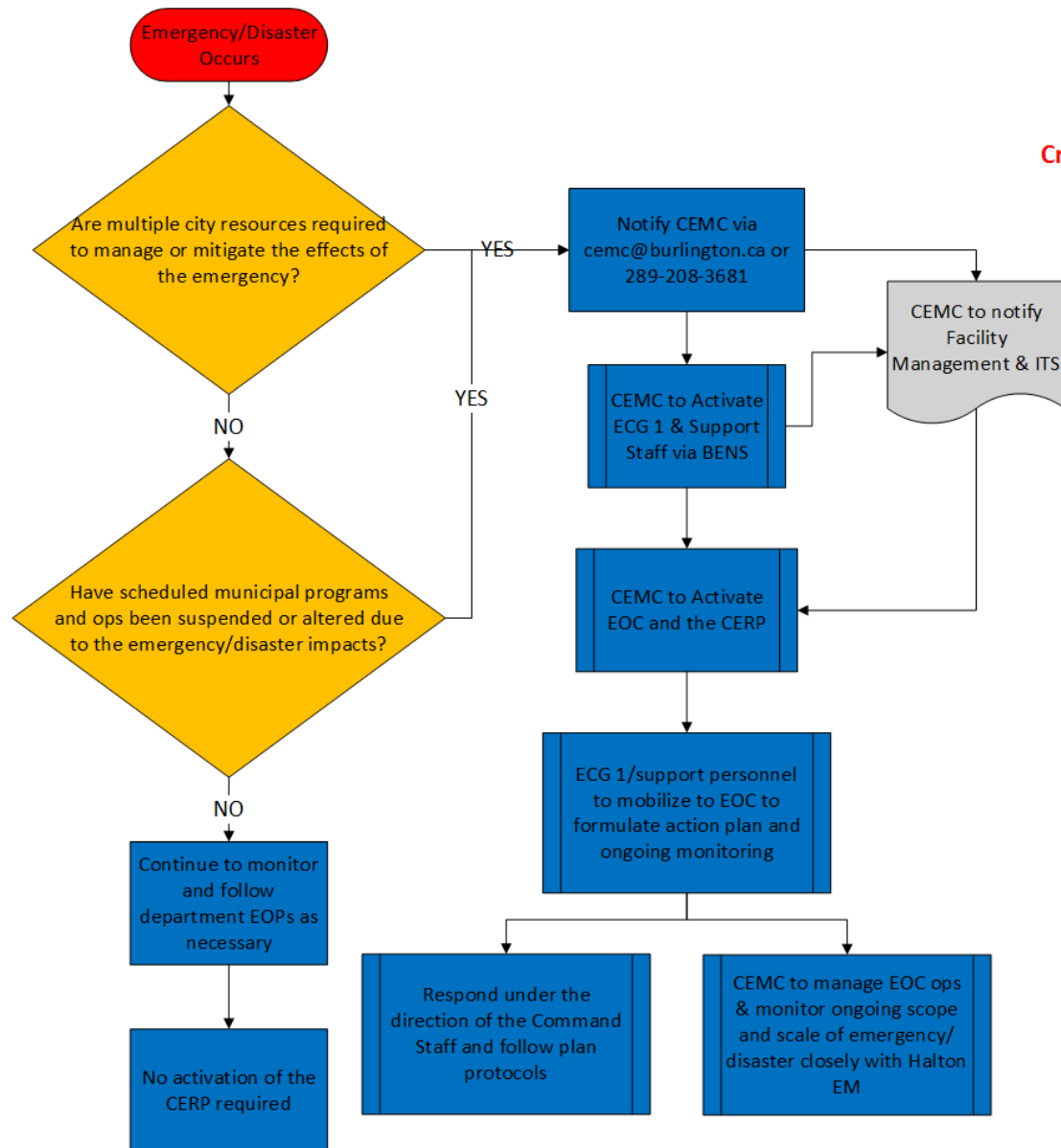
Issue/Crisis
Management



RISK LEVEL MEDIUM

=

Disaster
Management



**RISK LEVEL HIGH =
Crisis – Mission Critical**

2.1.3 PLAN ACTIVATION

The CERP can be implemented as soon as a Level 2 (pending forecasted increased magnitude) or a Level 3 emergency/disaster occurs, or is expected to occur, which is of such magnitude as to warrant its implementation. An official declaration of an “Emergency” does not have to be made for this Plan to be implemented to protect the lives and property of the inhabitants of the City of Burlington.

When an emergency/disaster has been confirmed, but formal declaration of emergency has not yet been declared, the City of Burlington employees and first responders may take such action(s) under the authority of this Plan and their respective legislated authorities to protect lives, property and the impacted environment.

CITY OF BURLINGTON EMERGENCY OPERATIONS CENTER (EOC) NOTIFICATION SYSTEM - (FAN OUT)

The CEMC and alternate(s) have the authority to implement the Plan through the municipal emergency response management system.

All notifications are received by each member of the Emergency Control Group and EOC support staff. All notifications will be sent through using the following methods of communication:

1. Office Line
2. Cell Phone
3. Home Phone (if provided)
4. COB Email

All members of the ECG and support staff will receive an initial warning notification that an emergency/disaster has been reported and the group is then placed on stand-by. This allows for ECG members and support staff to coordinate personal logistics prior to mobilizing to the EOC for the initial operational period.

A second notification will be sent through instructing members of the ECG and support staff to mobilize to the EOC and assume position specific responsibilities for the next twelve (12) hours until stand down triggers are identified and/or the

next operational period begins, and the second ECG members and support staff are notified to respond and assume transfer or position.

2.1.4 DECLARATION OF AN EMERGENCY

~~The Mayor or Acting Mayor, as Head of the Council, is responsible for declaring that an emergency exists within the boundaries of the City of Burlington. In declaring an emergency, the Head of Council will identify the geographical boundaries of the emergency/disaster area. The decision whether to declare an emergency and the designation of geographical boundaries of the emergency/disaster area will be made on the recommendation of the CEMC and the EOC Director. The Head of Council of the City of Burlington 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.~~

The Head of Council, the EOC Director and/or the CEMC will ensure that all personnel and Supporting Agencies concerned are advised of the declaration of the emergency.

Upon declaration of an emergency in Burlington, the Head of the Council will notify:

1. The Ministry of Community Safety and Correctional Services and Office of the Fire Marshal and Emergency Management (OFMEM) by email and fax, through the Provincial Emergency Operations Centre (PEOC);
2. Members of Burlington City Council; and
3. The Regional Chairperson of the Regional Municipality of Halton.

The following may also be notified of a declaration of emergency:

4. Local Member(s) of Provincial Parliament (MPPs);
5. Local Member(s) of Federal Parliament (MPs);
6. Local media; and
7. The public.

***For the Declaration of Emergency Procedure, refer to Confidential Annex 3.**

2.2 Initial Response

Initial response will vary significantly depending on the magnitude of the incident. Most minor incidents (alert level or level 1) will not necessitate the execution of all activities described in this part.

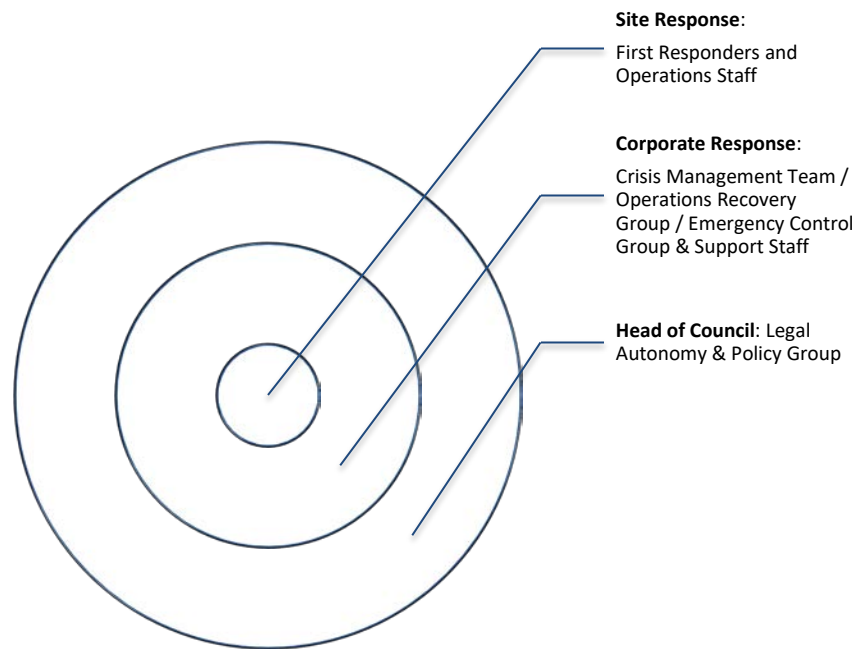
2.2.1 Incident Management System – Establishing Organizational Control

This part describes the Ontario's Incident Management System (IMS) which is a system for emergency response management and the Unified Command System, which brings together, as partners, all response organization to work cooperatively to resolve the emergency/disaster.

The City of Burlington and its CERP adopts the principles of the Ontario Incident Management System (IMS). The IMS can be used in any size or type of emergency to manage response personnel, facilities and equipment. IMS principles include the use of common terminology, modular organization, integrated communications, unified command structure, action planning, manageable span-of-control, pre-designated facilities and comprehensive resource management. The basic functional modules of the IMS (Command, Operations, Planning, Logistics and Finance & Administration) can be expanded or contracted to meet requirements as an emergency/disaster progresses.

2.2.2 City of Burlington – Incident Management System Organization

There are multiple response areas to any type of emergency or impending disaster within the City of Burlington. The response areas employed are pending scope and scale of emergency.



Site Response:

The emergency responders at the site or sites of the emergency/disaster provide tactical response to the emergency/disaster as they attempt to mitigate its effects and bring the emergency/disaster under control.

Two-Tiered Corporate Response:

The Crisis Management Team (CMT) / Operations Recovery Group is responsible for the provision of advice and the activation of the following plans pending scope and scale of an issue/crisis whereby a disruptive and unexpected event(s) that threatens to harm the municipality or its stakeholders is evident:

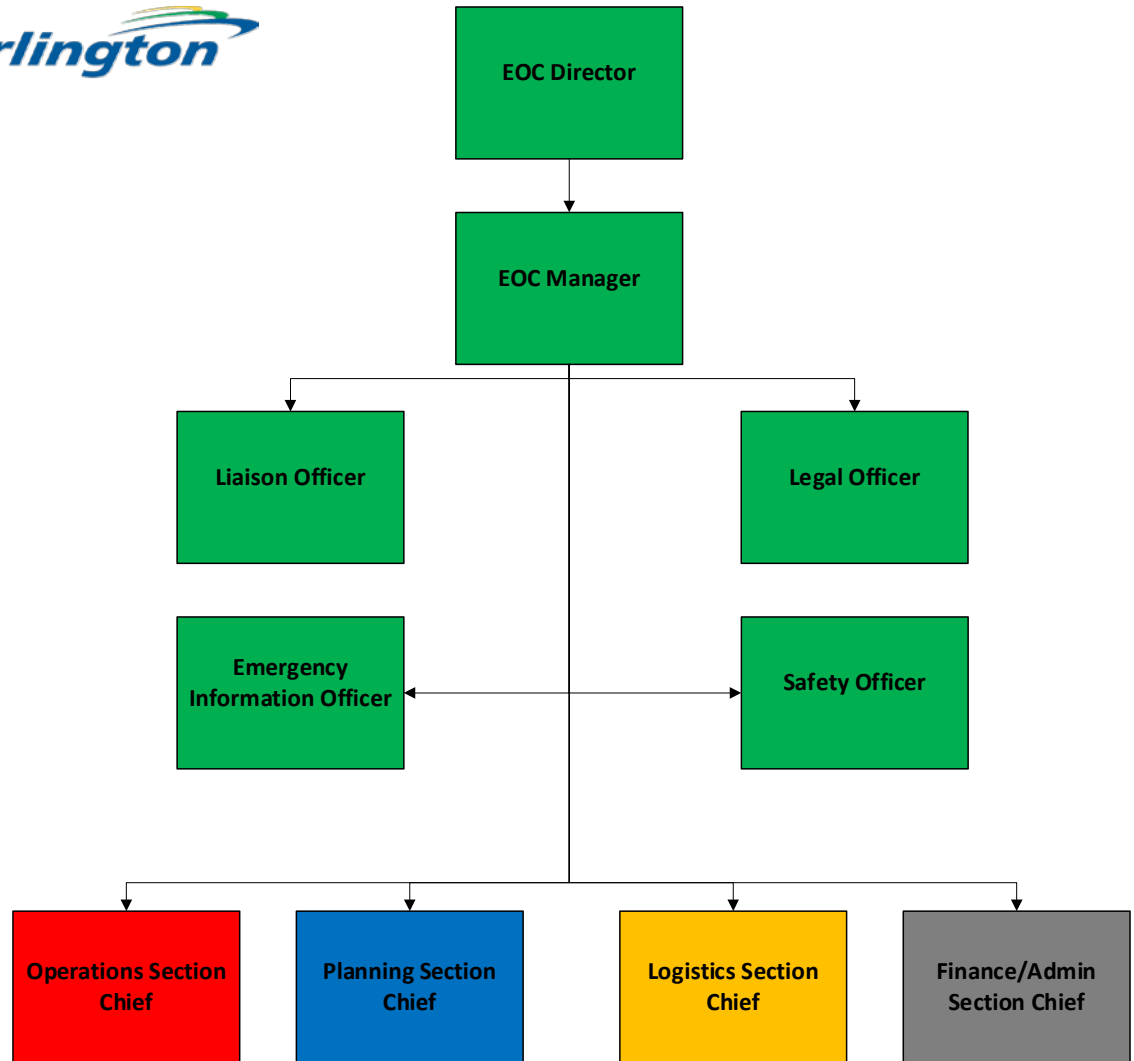
1. Crisis and Information Management Plan;
2. Corporate Continuity of Governance and Operations Plan; and/or
3. Disaster Recovery Plan (ITS).

The Emergency Control Group (ECG):

The primary responsibility of the ECG is to provide for the overall management and coordination of site support activities and consequence management issues. It is the responsibility of the ECG to ensure that response priorities are established, and that planning, and response activities are coordinated, both between sections within the Emergency Operations Centre (EOC) and between sites and other EOCs.

The ECG configuration is provided below:

Emergency Control Group



***A listing of the Emergency Control Group and all support staff job titles, EOC position and contact information is detailed in Confidential Annex 4.**

| Emergency Control Group Member Job Title and Name | Emergency Control Group Member IMS Function |
|---|---|
| City Manager | EOC Director |
| Executive Director EICS | EOC Director |
| Primary CEMC | EOC Manager |

| | |
|---|-------------------------------------|
| Fire Chief / Alternate CEMC | EOC Manager |
| Director, Corporate Communications and Engagement | Liaison Officer (LO) |
| Government Relations Manager | Liaison Officer (LO) |
| Manager of Communications | Emergency Information Officer (EIO) |
| Communications Advisor | Emergency Information Officer (EIO) |
| Health and Safety Coordinator | Safety Officer (SO) |
| Health and Safety Associate | Safety Officer (SO) |
| Executive Director Legal Services & Corporation Counsel | Legal Officer |
| Assistant City Solicitor | Legal Officer |
| Deputy Fire Chief | Operations Section Chief |
| Deputy Fire Chief | Operations Section Chief |
| Executive Director, Strategy, Risk & Accountability | Planning Section Chief |
| Manager, Strategy and Policy | Planning Section Chief |
| Director, Burlington Transit | Logistics Section Chief |
| Executive Director, CPRM | Logistics Section Chief |
| Director, Finance | Finance and Admin Section Chief |
| Controller and Manager, Financial Services | Finance and Admin Section Chief |

Head of Council:

The Head of Council (HOC) has the power under the Emergency and Civil Protection Act to declare or terminate a state of emergency. The HOC is the Mayor during an emergency notification or declared emergency, though may be the Acting HOC for relief of the Mayor in an extended emergency or during any period of absence, inability or refusal of the Mayor to act as HOC or where the Office of Mayor is vacant. The HOC would have all the powers set out in the Act and Emergency Plan for purposes of an emergency and declared emergency.

The Incident Management System divides an emergency response into five manageable functions that are essential for emergency response operations:

1. Command;
2. Operations;
3. Planning;
4. Logistics; and
5. Finance/Administration.

These five major management functions are the foundation upon which the IMS organization develops. They apply for handling a routine emergency, organizing a major event, or managing a major response to an emergency/disaster. The IMS provides maximum flexibility to activate as many positions within the functional areas as are necessary to handle the magnitude of an incident.

On small incidents, one, or all, of the five major functions may be managed by the Incident Commander (IC). Large incidents usually require that each function be set up as a separate section within the system. There is no one “best” way to organize, thus the City of Burlington should adapt to meet the needs of the incident.

INCIDENT COMMANDER (SITE):

The Incident Commander at site is responsible for and/or has the authority to:

1. Establish a Unified Command structure for the purpose of information sharing, establishing objectives regarding emergency site management and prioritizing resources where applicable between the responding agency Incident Commander(s);
2. Designate an emergency site media coordinator;
3. Implement the strategy established by the ECG at the emergency site(s), if required;
4. Ensure that responding agencies make available the human and material resources that are required at the emergency site;
5. Maintain a communication link with the ECG for the flow of information regarding the management of the emergency site;
6. Maintain a record of events, decisions made, and actions taken as Incident Commander;
7. Participate in a debriefing with ECG regarding the emergency, if required; and
8. Assist the CEMC in creating an after-action report post emergency/disaster.

EMERGENCY CONTROL GROUP

The EOC Command Staff consists of the following positions:

- EOC Director
- EOC Manager
- Emergency Information Officer
- Safety Officer
- Liaison Officer
- Legal Officer

The EOC General Staff may as needed consist of the following positions:

- Operations Section Chief
- Planning Section Chief
- Logistics Section Chief
- Finance and Administration Section Chief

EOC DIRECTOR – PRIMARY RESPONSIBILITIES

1. Exercise overall executive management responsibility for the coordination between emergency response and supporting agencies in the Emergency Operations Centre (EOC).
2. Oversee the establishment of the appropriate staffing level for the EOC and continuously monitor organizational effectiveness to ensure that appropriate modifications occur as required.
3. Ensure that inter-agency coordination is accomplished effectively within the EOC.
4. Direct, in consultation with the Emergency Information Officer (EIO), appropriate emergency public information actions using the best methods of dissemination. Approve the issuance of press releases, and other public information materials as required.
5. Liaise with Executive Group and / or Elected Officials.
6. Ensure risk management principles and procedures are applied for all EOC activities.

EOC Manager – Primary Responsibilities

1. Undertake special assignments at the request of the EOC Director.
2. Ensure the efficient and effective flow of information within the EOC.
3. Ensure resource requests are prioritized and tracked.

4. Support EOC management by communicating executive direction and action priorities to all staff.
5. Coordinate internal functions of EOC for effective operational capability.
6. Monitor the health and welfare of EOC staff. Mediate and resolve any personnel conflicts.
7. Facilitate shift change briefings and operational debriefings.

***For the City of Burlington EOC position specific responsibilities refer to Annex 5.**

2.2.3 Response Objectives

This part identifies the City of Burlington's response priorities.

All City of Burlington employees that are a part of the ECG and support staff in conjunction with first responders and field operations, must understand their role at an emergency/disaster is to work with all responding organizations to bring the emergency/disaster to a safe conclusion and continue to work with the community to rehabilitate/restore the impacted environment (both physical and socio-economic). City of Burlington personnel will manage their own resources, while striving to interact and cooperate effectively with other responding entities through the principles of the IMS / Unified Command.

The City of Burlington response priorities are:

- Immediate life safety;
- Health of affected persons;
- Protection of public, property and the environment; and
- Continuity of Operations.

2.3 Sustained Actions

This part describes the process of transition from the initial emergency/disaster stage to the sustained action stage involving more prolonged mitigation and recovery actions. This includes transferring command, shift rotations and obtaining logistical support.

Almost every emergency/disaster will require that activity transition from the initial emergency response stage to the sustained action stage involving more prolonged

mitigation and recovery actions. When this occurs, it is often necessary to provide shift rotations to relieve the ECG and support staff.

2.3.1 Transfer of Command and ECG Personnel

Transfer of command and ECG personnel may only take place at the end of the operational period (maximum 12 hours). Prior to command transfer, the EOC Director must ensure that:

- ✓ The Incident Action Plan has been completed, approved and implemented;
- ✓ Transfer of command will take place face-to-face or [virtually](#).
- ✓ A briefing or status report is provided to the incoming Director; and
- ✓ Appropriate notifications are made to the EOC Manager and ECG/Support Personnel.

Briefings between outgoing and incoming personnel should be performed to cover relevant issues such as:

- ✓ The situation status
- ✓ Objectives and priorities
- ✓ The current organization
- ✓ Resource assignments
- ✓ Resources en-route and/or ordered
- ✓ Facilities established
- ✓ Communications plan
- ✓ Prognosis, concerns, related issues

2.3.2 Requests for Assistance

It is possible that assistance from other levels of government, or external partner agencies with specialized knowledge or expertise, may be required by the City of

Burlington to help successfully respond to an emergency/disaster and continue to assist with rehabilitation/recovery efforts.

Depending on the nature of the emergency and the assistance required, these agencies may be requested to attend the emergency site(s) and/or EOC to assist or provide information and advice to the ECG through the Liaison Officer.

Where provincial assistance is required, which is outside of the normal Municipal service or service working agreements, the request will be made to the Office of the Fire Marshal and Emergency Management (OFMEM) through the Provincial Emergency Operations Centre (PEOC).

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

SUPPORT AGENCIES

When requested by the ECG, many support agencies are situated within the Region EOC (REOC) and may work in support of the EOC and site and include, but are not limited to the following representatives of external groups and organizations:

- GO Transit Service,
- Conservation Halton (CH),
- Joseph Brant Hospital (JBH),
- Non-Governmental Organizations (NGOs),
- Ontario Provincial Police (OPP),
- Provincial and Federal Ministries as required,
- Regional Municipality of Halton,
- School Boards,
- Transit Operators,
- Halton Region Police Service,
- Utility Providers,
- Local Businesses, and / or

- Representatives from any City of Burlington Municipal service or any other service organization or agency deemed necessary by the ECG.

***For a complete listing of support services, refer to Disaster Local Area Network (D-LAN) Resource Stock-Pile.**

2.4 Termination and Follow Up Actions

This section describes the process for terminating an emergency and details the demobilization of response recourse, organizational elements, including follow up actions.

2.4.1 Termination of a Declared Emergency

~~When it has been determined by the ECG that the emergency should be terminated, the Head of Council and/or Council will make an official termination of declared emergency in writing. The Premier of Ontario may also terminate an emergency at any time. The Head of Council (or the Council) of the City of Burlington may at any time declare that an emergency has terminated.~~ The EOC Director and/or CEMC (EOC Manager) will ensure that all personnel and Supporting Agencies concerned are advised of the termination of the emergency.

Upon termination of an emergency in Burlington, the Mayor will notify:

1. The Ministry of Community Safety and Correctional Services and Office of the Fire Marshal and Emergency Management (OFMEM) by fax, through the Provincial Emergency Operations Centre (PEOC);
2. Members of Burlington City Council;
3. The Regional Chairperson of the Regional Municipality of Halton; and
4. The public.

The following may also be notified of a termination of emergency:

5. Local Member(s) of Provincial Parliament (MPPs);
6. Local Member(s) of Federal Parliament (MPs); and
7. Local media.

2.4.2 Demobilization of Resources

At all times during an emergency/disaster and at the conclusion of response activities, the IC and ECG and support staff must determine when assigned resources are no longer required to meet emergency/disaster objectives. Excess resources must be released in a timely manner to reduce emergency/disaster-related costs, and to free up resources for other assignments. It is important that prior to resource release, the IC and the ECG along with the EOC support personnel coordinate the development and the communication of a detailed demobilization plan to all stakeholders in order to release resources expediently and effectively.

NOTE: Demobilization of resources shall be recorded in the respective IMS Form. See Annex 5 for a detailed listing and description of all IMS Forms.

2.4.3 Demobilization of Organizational Elements

As the response nears conclusion, it is appropriate to demobilize units, branches and sections as conditions warrant. Anytime a unit, branch or section is demobilized, the function it was performing goes to the next higher level in the chain of command. This process must be communicated to all stakeholders.

2.4.4 Legal Services / General Claims

Many legal issues may arise out of an emergency/disaster. The Legal Department is to be contacted for all litigation, contractual and regulatory issues including recovery of expenses where appropriate.

***For ongoing recovery/rehabilitation efforts, refer to Section 3 - Annex 7.**

3. Annexes

The supporting annexes are designed to provide key supporting information for conducting a response under the core plan as well as document compliance with regulatory requirements not addressed anywhere else in the Corporate Emergency Response Plan. Information provided herein will augment core plan information.

Annex 1 IMS Structure and Implementation

Annex 2 Notification and Reporting:

- **Annex 2A – Initial Notification – Activation Levels**
- **Annex 2B – Levels of Emergency – Downgrading Protocols**

Confidential Annex 3 Declaration of Emergency

Confidential Annex 4 Contacts

Annex 5 IMS Forms and Position Specific Handbook

Annex 6 Training and Exercises

Annex 7 Disaster Recovery and Rehabilitation Plan

Annex 8 Termination of Declaration of Emergency Criteria

By-law 76-2020 APPENDIX C:
EMERGENCY AND CONTINUITY MANAGEMENT PROGRAM COMMITTEE

1. TERMS OF REFERENCE

1.1. Council Mandate

The Burlington Emergency and Continuity Management Program Committee is an Advisory Committee authorized by Burlington City Council. The Committee has been established by Burlington City Council in accordance with these adopted Terms of Reference and Subsection 11(1) of Ontario Regulation 380/04 under the *Emergency Management and Civil Protection Act*. The Committee shall report to Burlington City Council through the Committee of the Whole.

1.2. Goal

The goal of the Burlington Emergency and Continuity Management Program Committee is to advise and assist The City of Burlington with respect to the Municipal Emergency and Continuity Management Program.

1.3. Scope and Purpose

The purposes of the Burlington Emergency and Continuity Management Program Committee are:

- ✓ To provide guidance and assistance in setting priorities and goals for the Emergency and Continuity Management Program.
- ✓ To share information and build upon identified synergies across corporate risk and business continuity with the Corporate Strategy, Risk and Accountability Committee.
- ✓ To provide recommendations on personnel, resources and equipment for the Program.
- ✓ To ensure that all agencies, volunteers, groups, staff and other programs are aware of the goals of the Program.
- ✓ To ensure the co-operation and coordination of all emergency and continuity management initiatives in areas under their influence.
- ✓ To monitor, evaluate and provide feedback on various Emergency Management Programs.
- ✓ To approve in principle all emergency program policies and emergency response plan annexes prior to corporate implementation, submission to Burlington City Council for approval or, where Council approval is not required, prior to finalization.

- ✓ To consider emergency and continuity management issues and receive updates as may be brought forward by Municipal Departments and the other organizations represented on the Committee from time to time.

1.4. Composition

The Committee shall be comprised of the following members (or their designates):

- a. City Manager or designate
- b. City Mayor or designate
- c. Community Emergency Management Coordinator and/or alternate
- d. Executive Director, Environment, Infrastructure and Community Service
- e. Fire Chief, Fire Department or designate
- f. Director, Roads, Parks and Forestry or designate
- g. Executive Director Strategy, Risk and Accountability or designate
- h. Director Engineering Services or designate
- i. Strategic Lead – Customer Experience or designate
- j. Director Transportation or designate
- k. Director, Transit or designate
- l. Executive Director, Human Resources or designate
- m. City Clerk or designate
- n. Executive Director Legal Services & Corporation Counsel or designate
- o. Director Recreation, Community and Culture or designate
- p. Chief Information Officer, Information Technology Services or designate
- q. Director, Corporate Communications & Engagement or designate
- r. Acting Chief Emergency Management, Halton Region or designate
- s. Associate Director, Conservation Halton or designate
- t. Joseph Brant Hospital – Coordinator, Patient Relations / Patient Safety (Emergency Disaster Planning)
- u. Halton Regional Police Service – Division 3 or designate
- v. Canadian Red Cross representative
- w. Burlington Hydro representative

1.5. Frequency of Meetings

Committee meetings should generally be scheduled two times per year, and at a minimum shall meet once in the calendar year. The Chair may call a meeting at any other time deemed necessary.

1.6. Committee Chair

The Chair of the Committee will be the City Manager or designate.

1.7. Role of the Chair

The Chair shall preside over the meetings of the Committee and assist the Committee in reaching consensus on fundamental policy issues of concern to the Committee.

1.8. Support Staff

Clerks shall provide secretarial support, including the taking of minutes, the distribution of minutes and agendas, and the general administrative coordination of meetings. Staff shall only be responsible to support working groups that are expressly established and agreed upon at the committee meeting held in Q1 of any given year.

a) Committee Records

Clerks will coordinate with staff to retain committee records including Agendas, Minutes, Subcommittee Reports, Annual Reports and Aims and Objectives. All reports shall be submitted to the Office of the Fire Marshal and Emergency Management (OFMEM) as part of the municipal annual compliance submission under the Municipal Emergency and Continuity Management Program.

The Committee shall prepare, at minimum, an annual report including, but not limited to, achievements reached during the year and a work plan for the upcoming year, all of which shall be forwarded to the Burlington Leadership Team (BLT) annually.

b) Maintenance and Refinement of Terms of Reference

These Terms of Reference shall be maintained by Staff and shall be reviewed at the end of each term by the Burlington Leadership Team (BLT).

Amendments to these Terms of Reference may be proposed by the Committee, through Staff, to Burlington City Council. Only Burlington City Council may approve changes to these Terms of Reference.