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Municipality of Leamington

# Emergency Response Plan

As approved by: Council
By-law 110 -25

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## Disclaimer

The Municipality of Leamington's Emergency Plan provides a general framework of the responsibilities and procedures used during the response to an emergency. Every emergency scenario is unique and may require actions that are not explicitly included within the Emergency Plan. Plans and procedures are not intended to be substitutes for current information and good judgement.

It is the responsibility of all users of the Emergency Plan to interpret the document reasonably and responsibly.

## Version Control

| Version | Date | Change(s) made by | Description of Change(s) |
|---|---|---|---|
| 1.0 | May 2025 | Original | Revision of Municipality of Leamington's Emergency Management Plan |
| 2.0 | June 2026 | R. Armstrong | Update Director Titles<br>Update By-Law number |

# 1 Introduction

## 1.1 Scope

The Municipality of Leamington's Emergency Plan (referred to throughout this document as the "Plan") governs 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. The Plan is not intended to be a prescriptive document but instead provides a general framework of the Municipality's all-hazards approach to emergency response.

To maintain a concise and effective Emergency Plan, the provisions and procedures contained within this Plan are principally concentrated on the response phase of the emergency management cycle. As such, this Plan does not provide a comprehensive overview of the additional disaster-risk reduction efforts made by the Municipality pertaining to the prevention, mitigation, preparedness, and recovery phases of the emergency management cycle.

## 1.2 Public Accessibility to the Plan

The most current version of this Plan is available to the public in digital format on the Municipality of Leamington website. Requests for physical copies of this plan can be made during regular business hours through the Clerk's Office.

As per *Ontario Regulation 191/11: Integrated Accessibility Standards*, the Municipality of Leamington ensures that this Plan is made available to the public in an accessible format. This Plan can be made available to the public with the appropriate communication support, including but not limited to sign language interpretation, large print or Braille versions, assistive technologies, reading the document out loud, as soon as practicable, upon request to the Clerk's Office.

# 2 Authority

## 2.1 Emergency Management and Civil Protection Act and Ontario Regulation 380/04

This Plan adheres to the statutory requirements established under the *Emergency Management and Civil Protect Act R.S.O. 1990, Chapter E.9* (EMCPA) and *Ontario Regulation (O. Reg.) 380/04: Standards,* pertaining to the requirement of municipal governments within the Province of Ontario to formulate an emergency plan.

### 2.1.1 Protection from Liability

As per Section 11, Subsection (1) of the *Emergency Management and Civil Protection Act*;

> *"No action or other proceeding lies or shall be instituted against a member of council, an employee of the municipality, an employee of a local services board, an employee of a district social services administration board, a minister of the Crown, a public servant or any other individual acting pursuant to this Act or an order made under this Act for any act done in good faith in the exercise or performance of any power or duty under this Act or an order under this Act or for neglect or default in the good faith exercise or performance of such a power or duty."*

However, as per Section 11, Subsection (3), of the *Emergency Management and Civil Protection Act;*

> *"Subsection (1) does not relieve a municipality of liability for the acts or omissions of a member of council or an employee of the municipality referred to in subsection (1), and the municipality is liable as if subsection (1) had not been enacted and, in the case of a member of council, as if the member were an employee of the municipality."*

## 2.2 County of Essex Emergency Response Plan

This Plan, and the procedures contained within it, conforms to County of Essex's Emergency Response Plan, and has no effect on the extent of any recognized inconsistencies identified between the two plans.

## 2.3 Municipality of Leamington Emergency Management By-Law

The council of the Municipality of Leamington, through by-law, # 110-25 has adopted this Plan.

As per the Municipality of Leamington Emergency Management by-law, administrative changes that have no significant effect on the structure of

this Plan, or the provisions and procedures contained within it, may be made without requiring council approval, as part of the annual review of this Plan. Significant changes that affect the structure of this plan and the municipality's emergency response provisions and procedures must be approved and adopted by the Council, through bylaw.

# 3 Emergency Plan Governance

## 3.1 Community Emergency Management Coordinator (CEMC)

The Municipality of Leamington's Community Emergency Management Coordinator (CEMC) is responsible for the coordination, development and implementation of the municipality's emergency management program, which includes, but is not limited to, the Emergency Plan, and training and exercising employees in their functions related to this Plan.

## 3.2 Emergency Management Program Committee (EMPC)

The Municipality's emergency management program, including this Plan, is subject to a comprehensive annual review by the members of the municipality's Emergency Management Program Committee (EMPC). The EMPC will advise Council on the development and implementation of the municipality's emergency management program, including this Plan, and will make recommendations to Council for its revisions if necessary.

This Plan is reviewed, and revised, if necessary, on an annual basis by the EMPC.

Membership of the municipality's EMPC includes:

| | |
|---|---|
| Mayor, Municipality of Leamington | Communications Manager |
| Chief Administrative Officer | Director of Legal and Legislation |
| Community Emergency Management Coordinator | Director of Finance |
| Fire Chief | Director of Infrastructure Services |
| O.P.P. Representative | Director of Community Services |
| | Director of Strategic Initiatives and Municipal Design |

## 3.3 Community Control Group (CCG)

The Municipality's Community Control Group (CCG) are responsible for directing the Municipality's response in an emergency, including the implementation of this Plan.

Membership of the CCG is consistent with the membership of the EMPC and is adopted by the Municipality's Emergency Management by-law. Additional employees and subject matter experts may be requested to assist the CCG during an emergency as required, depending on the nature, severity, and scope of the incident.

| | |
|---|---|
| Mayor, Municipality of Leamington | Communications Manager |
| Chief Administrative Officer | Director of Legal and Legislation |
| Community Emergency Management Coordinator | Director of Finance |
| Fire Chief | Director of Infrastructure Services |
| O.P.P. Representative | Director of Community Services |
| | Director of Strategic Initiatives and Municipal Design |

## 3.4 Authority to Activate the Plan

This Plan, and any of the provisions and procedures contained within it, may be activated with or without a declaration of emergency.

The Mayor, CAO, Fire Chief, O.P.P. Representative, and the CEMC are provided with the authority to activate this Plan and assemble the required staff to act under this Plan. Additional municipal employees and external agencies may request the Plan be activated through any of the positions identified above.

# 4 Emergency Response Procedures

## 4.1 Response Levels

The Municipality of Leamington utilizes four different operational response levels based on the severity of an emergency:

### Level Zero – Routine Monitoring

The Community Emergency Management Coordinator (CEMC) continually monitors conditions within the municipality and in other jurisdictions to identify potential emergencies which may affect the municipality.

Routine Monitoring can be characterized as business-as-usual. Conditions do not indicate there are any potential risks to the municipality.

### Level One – Enhanced Monitoring

The CEMC is aware of conditions, or potential conditions which could have adverse effects on the municipality, including resulting in an emergency. Applicable employees and business units are notified as required, and the CEMC continues to monitor and assess the situation for further possible escalation or de-escalation. The CEMC will ensure that CCG is aware of changing conditions.

During enhanced monitoring, Municipal employees may take actions to mitigate against or respond to hazardous conditions within their regular business units and reporting structure. However, at this response level, minimal resources are required, and conditions are not severe enough to require the activation of the CCG to coordinate response activities.

### Level Two – Partial Activation

A partial CCG (Mayor, CAO, Fire Chief, OPP Commander, CEMC) has been activated to coordinate the response to an emergency, or potential emergency, affecting the municipality.

A Partial Activation is generally in response to a “Large Incident” requiring CCG support. Large Incidents typically occur when an emergency requires the coordination of response activities across multiple municipal departments, and/or external organizations. Any member of the CCG is able to provide coordinated direction to the required CCG members through a partial Emergency Operations Centre (EOC).

## Level Three – Full Activation

A full CCG has been activated to coordinate the response to an emergency with significant, or potentially significant consequences.

A Full Activation is generally in response to "complex incidents". These types of incidents involve many factors which cannot be easily analyzed and understood. Indicators of a complex incident may include:

- ☐ Prolonged duration
- ☐ Large geographic area
- ☐ System-wide impacts
- ☐ Involve multiple jurisdictions
- ☐ Require technical knowledge and/or training in combination with other needs and requirements
- ☐ Can overwhelm traditional response structures

During a complex incident, a full EOC may be activated to coordinate a response across multiple jurisdictions. Effective communication between external organizations and EOCs is required.

A Full Activation may be in support of a municipal, regional, provincial, or federally declared emergency.

## Level 4 – Provincial Emergency Response (Extraordinary Circumstances)

A complex or widespread emergency requiring provincial declaration and multi-ministry or federal assistance.

A municipality may be required or choose to fully activate their EOC to assist in the coordination of municipal resources as required or requested through the Provincial Emergency Operations Centre and partner ministries.

The objective of level 4 is to coordinate large-scale response and recovery efforts across many jurisdictions and levels of governments.

## 4.2 Plan Implementation

### 4.2.1 Initial Plan Activation and Notification

Upon becoming aware of an emergency, or potential emergency conditions, members of the CCG identified in section 3.4 can activate the Plan.

The individual activating the plan will notify the CEMC with their intentions to activate the plan.

### 4.2.2 CEMC and Emergency Operations Centre Activation

The CEMC, in consultation with the Fire Chief and other supporting staff (CAO, O.P.P Representative, Director of Legal and Legislation, Director of Finance, Director of Infrastructure, Director of Community and Development Services) as required, will determine the appropriate response level.

The CEMC, with support from the Fire Chief and other staff as required, will ensure the appropriate Command and General operations staff are activated and notified. Appointed Section Chiefs are responsible for activating and notifying any additional positions within their Section.

The CEMC will prepare the EOC facility, and/or activate the virtual EOC, as required.

### 4.2.3 Council Notification

The Head of the CCG will ensure that all members of the Council are notified of the Plan's activation, the emergency conditions which prompted the Plan's activation, the established response level, and any actions being taken to mitigate against, or respond to the emergency.

The Head of the CCG will continue to ensure that all members of Council, and other stakeholders as required, are provided with consistent briefing updates throughout the duration of the response to an emergency.

### 4.2.4 Stakeholder Notification

The CEMC, with support from other CCG staff as required, will notify any applicable external agencies who may be involved in the emergency response.

If required, the CEMC will notify Emergency Management Ontario of the municipality's activation, through the Provincial Emergency Operations Centre. (Appendix L)

### 4.2.5 Public Notification

The designated Emergency Information Officer (EIO), or alternate, is responsible for coordinating and approving all emergency messaging that is disseminated to the public. The EIO will ensure that public messaging is

developed and disseminated in coordination with other agencies involved in an emergency incident.

Municipal employees are to direct all media inquiries related to an emergency to the EIO, to ensure that all information released to the media is consistent, accurate, and approved. Employees are not to issue unauthorized comments or media releases.

## 4.3 Response Activities

### 4.3.1 Incident Management System (IMS)

The Municipality of Leamington's CCG may be called together in whole or in part with or without a declaration of an emergency. The CCG generally utilizes the principles of the Incident Management System (IMS); a standardized emergency response system used throughout the province of Ontario to manage all stages of an incident. However, consistent with the IMS core principle of flexibility, the utilization of the IMS structure is scalable and adaptable and may be modified to effectively respond to the unique needs of specific emergencies.

### 4.3.2 CCG Membership

While the EMPC aim is to proactively identify all potential CCG members in advance of emergency incidents, any municipal employee may be activated as a member of a section of the CCG depending on the nature of the emergency.

Additional IMS, and emergency management training is available to employees who may be activated as a member of a section. However, it is possible that an employee may be activated as a member of a section without having received IMS or emergency management training. The responsibilities of these activated CCG members during an emergency will reflect their everyday, business-as-usual roles and responsibilities, to ensure an instinctive transition into their role within the CCG.

### 4.3.3 CCG Responsibilities

Activated CCG staff members, or their identified alternates, are responsible for adhering to the direction of their immediate supervisor within the IMS structure in order to safely and effectively respond to the emergency. Actions taken by CCG members include, but are not limited to, reporting to a physical EOC location, attending virtual CCG/EOC meetings, and collaborating with other members of the CCG and external partners as required.

### 4.3.4 CCG Schedule

Emergency response activities take precedence over the everyday business-as-usual activities of activated CCG members, and CCG members may be redeployed to support an emergency response for an extended period of time. Supervisors within the Municipality's business-as-usual organizational structure are responsible for assuming and redistributing an activated CCG member's regular work tasks and responsibilities.

CCG members may also be required to work outside of their regular working hours while responding to an emergency. It is the responsibility of supervisors within the CCG, and each individual CCG member to ensure that they have identified an alternate CCG member for each position to ensure adequate coverage, and rest time. The Planning Section within the CCG may also assist in developing a schedule to ensure adequate coverage and rest periods amongst all CCG members.

### 4.3.5 CCG Response Priorities

The nature and extent of the emergency will determine what actions are required to ensure the safety of people in an emergency area, or who may otherwise be impacted by the emergency.

Regardless of the emergency type, the Municipality's CCG will adhere to the following priorities when determining emergency response objectives, strategies, and tactics:

1. Provide for the safety and health of first responders
2. Save lives
3. Reduce suffering
4. Protecting public health
5. Protect government infrastructure
6. Protecting property
7. Protecting the environment
8. Reduce economic and social loss

### 4.3.6 Response Documentation

The Planning Section within the CCG will ensure sufficient documentation of response actions and activities. This may include, but is not limited to, the development of an incident action plan (IAP) (Appendix C Forms – IMS 1001) for each emergency response operational period.

Additionally, each CCG member is responsible for ensuring adequate documentation of personal response actions and activities. CCG members are encouraged to maintain an activity log, and to forward all relevant

documentation to the Planning Section within the CCG.

#### 4.3.7 Demobilization and Recovery

Once emergency conditions have stabilized to the point where they no longer require a coordinated response from the CCG, the Operations Manager, in consultation with the Head of the CCG will make the decision to demobilize the CCG and or EOC.

The demobilization of the CCG does not result in the suspension of response activities but indicates that such activities may be managed through the municipality's regular business units, a distinct recovery planning team, or other levels of governments and/or jurisdictions as deemed applicable.

Similarly, the recovery phase of an emergency may be managed by the CCG, or through the municipality's regular business units, a distinct recovery planning team, or other levels of government and/or jurisdictions. It can be difficult to define when the transition from response to recovery occurs, and response and recovery measures may occur simultaneously. The Operations Manager, in consultation with the Head of the CCG, will determine the appropriate mechanisms to transition to the recovery phase.

### 4.4 Declaration of Emergency

#### 4.4.1 Designated Head of Council

If the Mayor, as head of council, is absent, or otherwise unable to act during an emergency, a Member of Council who is appointed by Council will act in the place and stead of the Mayor during their absence and/or inability to act.

#### 4.4.2 Emergency Declaration

This Plan, and any of the provisions and procedures contained within it, may be activated with or without a declaration of emergency.

As head of council, the Mayor, or designate, of the Municipality of Leamington has the authority to declare that an emergency exists within the municipality or in any part thereof. Declaring an emergency allows the Mayor as head of council, or designate, to take such action and make such orders as he or she considers necessary, and which are not contrary to law, to implement the emergency plan of the municipality and to protect property and the health, safety and welfare of inhabitants of the emergency area.

The decision to declare an emergency will be made in consultation with the CCG. Supporting documentation and resources which can assist in the decision to declare an emergency are maintained by the CEMC, and will be made available to the CCG, or Mayor & Council members during an

emergency, and upon request.

#### 4.4.3 Emergency Termination

The Mayor, as head of council, or designate, may at any time declare that an emergency has been terminated. The decision to terminate an emergency declaration will be made in consultation with the CCG. The Premier of Ontario may also at any time declare that an emergency declared within the Municipality of Leamington has been terminated.

A termination of emergency does not result in the suspension of response or recovery activities but does reflect a general stabilization of an incident that may be managed through ongoing response or mitigation efforts.

#### 4.4.4 Communication of an Emergency Declaration/Termination

The Mayor, as head of council, or designate, with the assistance of the EOC Manager, will ensure the province's Solicitor General is notified forthwith of an emergency declaration or termination. This notification is made through Emergency Management Ontario, via the Provincial Emergency Operations Centre (Appendix L).

### 4.5 Requests for Assistance

The Municipality of Leamington may request assistance from other jurisdictions and levels of government without a declaration of emergency. The municipality maintains various assistance agreements with neighbouring jurisdictions, which may be enacted during an emergency.

Requests for assistance from neighbouring municipalities and partner organizations may be made either directly to the municipality and/or organization, or through Emergency Management Ontario via the Provincial Emergency Operations Centre, which may coordinate the provision of assistance across jurisdictions.

Any requests for assistance from the Provincial government, including any ministry, designated agency, board, or commission within the Provincial government, shall be made to Emergency Management Ontario through the Provincial Emergency Operations Centre.

Any requests for assistance from the Federal government, including any ministry, designated agency, board or commission within the Federal government, shall be made through Emergency Management Ontario, via the Provincial Emergency Operations Centre.

## 4.6 Evacuations

### 4.6.1 Municipal Evacuation Notices

The EMCPA does not provide municipalities with the authority to issue mandatory evacuation orders. However, this does not prohibit municipalities from issuing evacuation notices to residents who are at risk of injury or death due to the threat or actual occurrence of an emergency. When issuing evacuation notices, the CCG will ensure that the urgency of the situation is clearly communicated to residents to increase compliance with these notices. The CCG will make every effort possible to ensure that evacuation notices are issued as early as possible to provide residents with sufficient time to prepare and effectively evacuate from the hazard area. Various mediums will be used to alert residents of evacuation notices, as determined by the nature and scope of an emergency.

### 4.6.2 Provincial Evacuation Orders

If the Lieutenant Governor in Council or the Premier of Ontario has declared that a Provincial emergency exists throughout Ontario or in any part of Ontario, including the Municipality of Leamington, the Provincial government may issue an emergency order to evacuate individuals and animals from any specified area. In these instances, local Police authorities are permitted to enforce the mandatory evacuation orders issued under the provincially declared emergency.

### 4.6.3 Safety of Evacuated Persons

The CCG, in coordination and partnership with the County of Essex, will ensure that the required services are provided to ensure the safety of evacuated people within an emergency area.

Reception centers may be established to provide acute emergency accommodation to evacuated residents within an emergency area. Reception Centre's are generally located in a municipal-owned and operated facility, such as a community centre, but may be located in other facilities as required.

Generally, Essex County, in collaboration with the Canadian Red Cross and other organizations as required, are responsible for the provision of emergency social services to evacuated persons, including but not limited too; registration, family reunification, emotional support, and the coordination of essential services such as food, clothing, and lodging. The CCG is generally responsible for the provision, maintenance, and security of the physical Reception Centre facilities, transportation to the Reception Centre(s), and the provision of additional municipal services as required.

Extensive, large-scale evacuations may require a multi-jurisdictional response. Evacuation of such a scale, and the provision of services to ensure the safety of the evacuated persons, will be coordinated with other levels of government, and neighbouring and other appropriate jurisdictions as required.

# 5 Additional Emergency Management Measures

While not identified within this plan to ensure conciseness and effectiveness, the CEMC, and other members of the municipal Departments engage in various disaster-risk reduction efforts pertaining to the prevention, mitigation, preparedness, response, and recovery phases of the emergency management cycle.

Some of these efforts include, but are not limited to:

- ☐ The identification of hazards and assessment of risks.
- ☐ Training and exercises.
- ☐ The development of additional emergency plans and processes.
- ☐ Community and stakeholder engagement.

These disaster-risk reduction efforts, in addition to the Emergency Plan, help ensure community and organizational resilience within the Municipality of Leamington during both emergency and non-emergency periods.

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