



Ottawa Public Library Emergency Plan

A copy of this document is available in alternative formats upon request.

Please contact Finance and Business Services.

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1. INTRODUCTION

The *Ottawa Public Library (OPL) Emergency Plan* outlines the organization's Emergency Operations and Incident Management Command Centre (EOIMCC) structure, and describes the goals, objectives, strategies, processes, and mechanisms by which OPL mobilizes resources and conducts activities to support emergency management efforts and guide any necessary Library response.

Recognizing that OPL is an external Board to the City of Ottawa (City) operating on a shared services basis in many core areas (for example: finance, technology, facilities maintenance, human resources administration, and corporate security), and that the City of Ottawa owns the majority of OPL facilities, this plan supports, and is an integrated component of the *City's Municipal Emergency Plan*. In the event of a city-wide emergency, Ottawa Public Library will follow the direction of the City's Emergency Operations Centre (EOC).

This Plan is always in effect. Elements can be employed on a scalable basis to provide effective mitigation, response, and recovery efforts in the event of an emergency. An attempt has been made to simplify the Plan and build in flexibility so that it reflects the reality of an emergency and who is involved in mobilizing in an emergency.

1.1 Context

In an emergency situation, clients expect Ottawa Public Library to provide accurate, timely, and coordinated information and guidance, as well as ensure the continued delivery of service as is reasonably practicable. For this reason, and to protect public safety, it is important for OPL to react and communicate quickly and effectively with employees, the OPL Board, the City's Office of Emergency Management (OEM), elected officials, clients, partners, and the media. The efficiency with which OPL can contact and reassure these key parties significantly impacts employee and public safety, as well as OPL's reputation and the public's confidence in the organization.

Given OPL's connection to the City of Ottawa, there are two different scenarios regarding emergency management for the library system. The first scenario is an emergency response that is OPL-led, for an emergency that concerns the library system or a branch or department, exclusively. The second, and more likely scenario, is an emergency response that is led by the City for an emergency that affects City services, including library service. This may include a scenario in an OPL-City shared facility. In this second case, OPL senior management will be called upon to contribute to the city-wide emergency response. The OPL Service Duty Officer is the liaison between OPL senior management and the City's Office of Emergency Management.

As per OPL Board Policy OPLB-002 Delegation of Authority, the Board has delegated to Chief Executive Officer (CEO) the authority to make decisions and take such action as necessary in cases of emergency or special circumstances. All such actions shall be reported immediately to the Chair and Board.

In addition, OPL's Joint Occupational Health and Safety Committee (JHSC) plays an important proactive role in the emergency plan. The JHSC has the mandate to advise, recommend, and monitor the development and implementation of OPL's Workplace Health and Safety program, which includes conducting monthly workplace inspections and annual audits; participating in the development of work instructions and procedures; and reviewing all reports of employee injuries and incidents (near misses), including the identification of contributing factors and corrective actions, among other tasks.

1.2 Purpose

The *Ottawa Public Library Emergency Plan* (the Plan) is a functional document providing an overview of the enhanced and coordinated level of planning and readiness aimed at directing branch and departmental activities in an emergency situation. It is a key overarching document in ensuring OPL is equipped to prepare for, mitigate, and respond to, emergency situations, and assist employees in continuing to provide services with minimal interruptions during emergency response and recovery activities.

1.3 Objectives

The aim of the Plan is to provide the framework for the measures that may have to be taken to protect OPL employees, clients, and maintain public confidence in OPL. The Plan is supported by a series of key subcomponents (policy, procedures, and guidelines, along with additional plans – such as a crisis communication plan) detailing specifics with respect to response actions.

The goals associated with the Plan are ensuring:

- Staff are:
 - Aware of their roles and responsibilities in an emergency situation,
 - Trained in ICS if they are to assume emergency functions; and,
 - Capable of efficiently and effectively carrying out the required duties in preparation for, mitigation of, and response to, emergency situations.
- Employees and clients receive appropriate information about, and are given clear, calm, and accurate direction in responding to emergency situations;
- The OPL Board, Elected Officials, and the City's Office of Emergency Management about the nature of the emergency situation.

1.4 Assumptions

This Plan is based on the following assumptions:

- Managing an emergency is a fluid and dynamic process.
- The key to a successful response is the ability of OPL to implement this Plan quickly and effectively. In conjunction with the CEO (or delegate) and the City's Office of Emergency Management, OPL's Finance and Business Services department is responsible for the organizational knowledge and tools necessary to ensure success in responding to an emergency.
- Depending on the scale and duration of an emergency, OPL may require the support and expertise of personnel from City departments or external partners. As

such, key subcomponents of the Plan are agreements with the City or external partners in order to ensure the sustainability and efficiency of its response capacity.

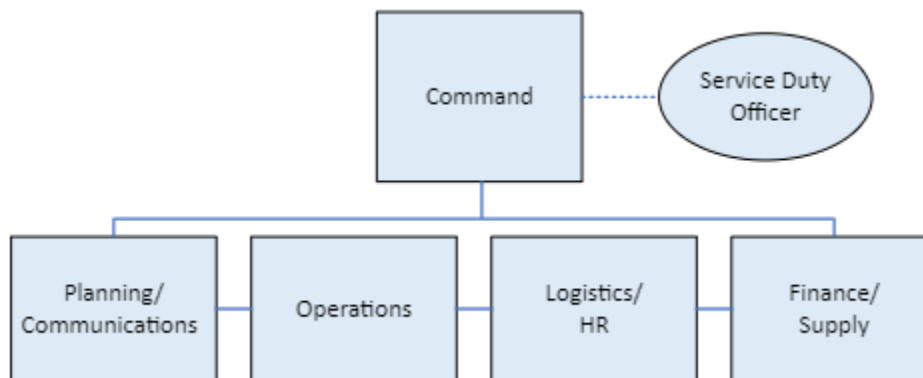
2. INCIDENT COMMAND SYSTEM (ICS)

In alignment with the City, OPL supports the implementation of the Incident Command System (ICS) in all decision centres for managing simple, complex, planned, and unplanned situations. This structure was the foundation in establishing OPL's Emergency Operations and Incident Management Command Centre (EOIMCC).

ICS 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/Human Resources and Finance and Administration. All ICS resources are coordinated so that they are scalable and work effectively with other ICS resources, in order to achieve common objectives.

ICS documentation is available on the ICS Canada website (See Support Documents section).

Figure 1: OPL ICS Command Structure



2.1 OPL's Emergency Operations and Incident Management Command Centre (EOIMCC)

OPL's Emergency Operations and Incident Management Command Centre (EOIMCC) is the location in which information is collected, collated, evaluated, documented, and disseminated for emergency management decision making. The EOIMCC matrix identifies a senior manager and possible alternates who could assume the positions when emergency operations are activated. Identified staff have received the required training to ensure they understand the ICS structure and their roles and responsibilities during an emergency situation as noted below. Management employees who have an identified role on the matrix, are trained on the ICS (at minimum EOIMCC members

have Introduction to Emergency Management training, and ICS 100 training), and have the tools and resources to fulfill the roles as may be required.

See Appendix A Emergency Operations and Incident Management Command Centre Matrix.

2.2 Roles and Responsibilities of the ICS Management Functions

The key roles and responsibilities of the OPL ICS Management Functions are flexible. Each command function will be assumed by a senior manager or a trained alternate.

OPL Role	ICS Function	Responsibilities
CEO (or delegate)	Command	Has overall authority and responsibility for conducting and managing all service operations. Responsible for the development of objectives, strategies, and tactics, and ordering the release of resources.
Division Manager 1	Planning / Communications	Collects, evaluates, and displays information about the incident. Coordinates internal and external communications. Responsible for developing the Incident Action Plan for each operational period and for conducting long-range planning. Maintains resource status on equipment and personnel as well as incident documentation.
Division Manager 2	Operations	Conducts tactical operations to carry out the Incident Action Plan. Develops the tactical objectives and organization and directs all tactical resources.
Division Manager 3	Logistics / Human Resources	Provides services and support needs for the incident (for example, equipment, supplies, resources, ground support, etc.).
Division Manager 4	Finance / Supply	Monitors costs related to the incident. Provides accounting, procurement, time recording, and costs analyses support.
Service Duty Officer	(Liaison)	Primary point of contact for emergency response and potential escalation.

OPL roles have been mapped to ICS functions, however, depending on the nature of the emergency, the CEO (or delegate) may assign functions according to the situation. It is important to clearly assign functions to avoid confusion in the chain of command. In

the event of an absence, the identified acting individual will assume the role.

In addition to the above ICS functions, and in keeping with the City's alert practices, OPL has identified and trained Service Duty Officers (SDO).

The OPL Service Duty Officer is the single point of contact during an emergency situation, and is responsible for providing situational awareness, guidance, and support to the organization on a 24/7 rotational basis. The OPL Service Duty Officer is responsible for assessing the situation at hand and determining if notification to OPL's CEO (or delegate), or in larger-scale instances the City's Corporate Duty Officer is required. The OPL Service Duty Officer represents the Library within the City's Operations Centre, and may be asked to fulfil a functional role on the City's Emergency Operations Centre Operations Group.

The OPL CEO (or delegate) is the senior person responsible for OPL during an emergency situation and represents the Library within the City's Control Group at the Executive Level. Where the Service Duty Officer is the primary point of contact for emergency response and potential escalation, the CEO (or delegate) is on hand to provide strategic advice or support as may be required, and decision-making and direction depending on the nature of the situation.

3. NOTIFICATION, ESCALATION, AND COMMUNICATION

The OPL Emergency Plan includes established mechanisms to facilitate the communication and coordination of complex and multi-departmental responses to situations.

3.1 Surveillance and Situational Awareness

Surveillance procedures consist of all mechanisms that ensure the detection of unusual situations that could impact Ottawa Public Library or community. OPL recognizes that staff and clients must also remain vigilant and report any unusual and suspicious activities. The OPL *Emergency Notification and Escalation Procedure* (a staff administrative document) outlines the mediums and process for staff to report or escalate an emergency. The OPL *Response Escalation Level Guideline* (see Appendix B) indicates the criteria and situation types that may require further escalation.

3.2 Enterprise Risk Management and Response Escalation

It is the responsibility of all departments and branches to apply a risk management lens when monitoring activities, and when necessary, to escalate situations as per the established protocols outlined in OPL's *Emergency Response and Escalation Guidelines* and *Emergency Response Escalation and Notification Procedure*.

In some instances, the situation may require the sharing of information to a broader audience and warrant notifying the OPL Board, the City's Corporate Duty Officer and / or elected officials.

When an emergency exists but has not yet been declared, OPL departments and branches may take such actions under OPL's *Protective Measures Policy* and *Emergency Response Procedures* as may be required to protect property, or the health, safety, and welfare of OPL employees, clients, and the community.

3.3 Notification / Escalation

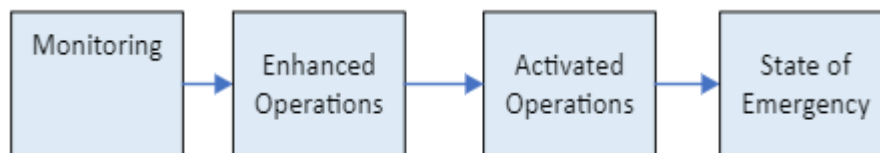
OPL has established a 24-hour emergency contact system, monitored by trained Service Duty Officers, to facilitate and strengthen the notification process in a security or emergency situation.

It is the responsibility of the on-call Service Duty Officer to assess the situation, provide situational awareness to OPL's CEO (or delegate), EOIMCC, and OPL Management Team, and determine if notification to the City's Corporate Duty Officer is required. OPL's CEO (or delegate) has the authority to determine if OPL should mobilize the OPL Emergency Operations and Incident Management Command Centre based on the nature of the incident and in accordance with the escalation criteria outlined in OPL's *Response Escalation Level Guideline* (see Appendix B).

3.3.1 Escalation Levels

The City of Ottawa identifies four levels of response escalation, of which OPL has the authority to initiate the first three (only a higher authority can initiate a State of Emergency (municipal, provincial, federal) for OPL-specific emergency situations:

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



Monitoring involves OPL departments, partners and stakeholders being made aware of a situation evolving, both privately and publicly, to understand how that situation may have an impact or consequences on Normal Operations. At this level, the Service Duty Officer (SDO) and the Corporate Duty Officer (CDO) may be notified and engaged.

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 SDO, CDO and CEO (or delegate) are notified and engaged.

Activated Operations indicates a situation that requires the engagement of OPL's senior leaders through the mobilization of OPL's EOIMCC. Depending on the type of

emergency, the City's senior leaders through the City's EOCCG and the EOC Ops Group might also be required to mobilize.

There are no legislative criteria for an emergency declaration for the library. 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. As with other businesses/organizations in the city, OPL will follow all emergency declarations.

3.4 Communication

Communication is key to the successful management of any emergency situation. Communication is coordinated through the Service Duty Officer until such time that the CEO (or delegate) activates the Emergency Operations and Incident Management Command Centre and the communication structure changes to reflect the IMS functions.

3.4.1 Emergency Management Information System (EMIS)

During an emergency situation, ICS forms and SharePoint are used to document and manage information flow. When the city leads the emergency response, the electronic Emergency Management Information System (EMIS) may be used, which is available through the Office of Emergency Management. The EMIS platforms used by the City are RAVE Alert (for notifications) and SharePoint (for documentation).

3.5 Activation

In an emergency, the Service Duty Officer, is responsible for activating the *Plan* under the direction of the CEO (or delegate).

3.5.1 Emergency Operations and Incident Management Command Centre

The Emergency Operation and Incident Management Command Centre (EOIMCC) constitutes the location where information is shared and emergency management decisions are made. The primary function of a common space for decision-making is to facilitate the gathering and sharing of information among responders. The EOIMCC provides access to tools that permit rapid and efficient communication, allowing for informed members to be led by the Commander.

The OPL has identified primary and alternate command centers in supporting documentation. Both centers are equipped with the required technology, documentation, and equipment to carry out the necessary functions to respond to, or recover from an emergency situation. It is the responsibility of the Commander to identify the meeting location.

3.5.2 Mobilization

This section outlines the mobilization process for OPL's EOIMCC.

The EOIMCC is mobilized when a situation meets the Enhanced or Activated threshold as per identified escalation criteria, or by direction of the CEO (or delegate).

Upon notification of an incident, the Service Duty Officer will assess the situation, determine the response escalation level, and notify the OPL Management Team. Dependent on the scale of the situation the Service Duty Officer may consult the OPL CEO (or delegate) or City Corporate Duty Officer for advice or direction in mobilizing the EOIMCC.

Should OPL enter activated or enhanced operations, the OPL CEO (or delegate) or the Service Duty Officer will notify the required Command Centre personnel that their assistance is required in the EOIMCC. If the primary contact is unavailable, the secondary resource will be contacted. During a situation that requires a sustained response, sufficient resources will be scheduled to cover the required shifts for each operational period.

3.5.3 Demobilization

Demobilization planning begins upon activation of the EOIMCC and continues until the Command Centre ceases operation. It is the responsibility of the Commander to develop a demobilization plan that assures controlled, safe, and efficient demobilization of incident resources (including personnel) and ensures that all tasks associated with demobilization are complete and reported.

All situations should have an Incident Demobilization Plan, which is included as part of the Incident Action Plan. The purpose of the Demobilization Plan is to ensure systematic and safe release of all resources from a situation. Resources include personnel, as well as equipment, supplies, and facilities.

3.5.4 Debrief, Evaluation, and Reporting

Post-situation operational debriefs play a critical role in learning, and are an effective tool for sharing experiences, identifying gaps and areas for improvement, as well as recommendations for corrective action.

At the request of the Commander, the Planning Chief is responsible for overseeing the preparation and management of the debriefing session as part of the Demobilization Plan. To continuously improve response processes, it is important that all involved participate in the debriefing session.

The debriefing process defines the situation, gathers response personnel feedback, creates and manages records, measures the efficiency of the response and identifies potential improvements, records and reports lessons learned, and captures relevant inputs to draft the After-Action Report (AAR).

The After-Action Report is completed as part of the demobilization plan. It includes a summary of the situation, an analysis of findings, and a list of key issues. It also documents the evaluation of plans, procedures, capabilities and lessons observed. As a result of the AAR, a Corrective Action and Improvement Plan (CAIP) can be developed.

These documents are shared with OPL's Management Team as a component of the official business record and, in the case of the CAIP, are monitored for progress until completion.

4. MAINTENANCE, EVALUATION, AND TESTING

This section outlines actions to ensure reliability and validity of the Plan and subcomponents.

4.1 Plan Maintenance

The Plan Maintenance section defines the process that will govern the annual review and subsequent maintenance of Ottawa Public Library's Emergency Plan.

4.1.1 Custodian of the Emergency Plan

The Manager of Finance and Business Services is the custodian of the Plan and is responsible for all revisions, maintenance, and reviews.

4.1.2 Plan Revision and Review

The Plan is considered a living document and can be revised more frequently as required to remain sustainable, current, and operable at all times. It is the responsibility of OPL employees and stakeholders to communicate any gaps in the Plan which may require revision to ensure the Plan's operability and effectiveness. The Plan shall go to the Board once per term for information purposes.

Minor Revisions: amendments which are administrative in nature, or which serve to keep the document current. Such minor revisions include updates to the appendices of the document, minor changes in wording or grammar, and / or minor changes to formatting. Any such minor revision may be made by the Manager of Finance and Business Services on an ongoing basis throughout the year. When minor revisions are made, the Plan will not be redistributed.

Major Revisions: amendments which are operational in nature, or which affect service or responsibilities. Such major revisions include the addition of new functions or sub-functions and amendments to existing responsibilities, partner roles, or support roles identified in the Plan. Any such major revision will be approved by the CEO. Once approved, the Manager, Finance and Business Services will amend, communicate, and redistribute the Plan.

4.2 Plan Records

Reports and record-keeping assist in maintaining OPL management memory and are used as technical data for future risk assessment and exercises. The Planning / Communication Section of the command structure is responsible for collecting, maintaining, and safeguarding all emergency related documents. All templates and documentation are stored on SharePoint in accordance with the City of Ottawa Records

Retention and Disposition By-law. There is an Emergency Management document library on the Finance and Business Services SharePoint site.

4.3 Policy and Procedure Maintenance

The Manager, Finance and Business Services is responsible for the annual review, maintenance, and communication of revisions to the Emergency Plan, including related subcomponents (policies, procedures, etc.).

The OPL Joint Health and Safety Committee ensures that OPL leadership has provided up-to-date emergency procedures for all OPL locations as part of its certified annual inspections.

The leadership team at each branch / department is responsible for updating emergency documentation with new or revised content upon release, as per notification from Finance and Business Services.

4.4 Security Equipment Maintenance

Library Facilities Development is responsible for the delivery of security-related procedures and technology throughout all library facilities in collaboration with the City's Corporate Security department.

Corporate Security is responsible to advise OPL regarding safety and security. The department also provides best practices, procedures, and installs electronic safety and emergency equipment.

The OPL Joint Health and Safety Committee reviews monthly Workplace Inspection reports for each OPL work location and ensures that managers and supervisors have contacted Library Facilities Development to resolve defective or malfunctioning equipment. The JHSC also escalates recurring issues, with the goal of ensuring workplace hazards are resolved or mitigated as soon as possible.

4.5 Evaluation and Testing

OPL will conduct and evaluate three Emergency exercises that test the Plan, related documentation and equipment per three-year period: one tabletop, one drill, and one functional, as outlined in the OPL Emergency Exercise Procedure. In addition, OPL participates in the City's full-scale exercise once every four years as outlined in the City's Emergency Exercise Program.

The CEO delegates the responsibility for the development, review, maintenance, administration, and communication of the Emergency Exercise procedures, exercise schedules, exercise evaluations, and after-action reports.

5. COMPLIANCE

This section outlines the Plan's compliance with applicable obligations:

This Plan complies with OPL Board policies, and is aligned with municipal practices based on provincial legislation, as well as generally accepted standards and best practices in risk assessment and emergency management as identified by the municipality, including:

- Ottawa Public Library Board Delegation of Authority Policy OPLB-002
- City of Ottawa Municipal Emergency Plan (and related standards, plans, supporting documents etc.)
- Occupational Health and Safety Act

6. DEFINITIONS

Glossary of Emergency Management Terms

To harmonize emergency vocabulary across OPL's suite of emergency documents, a glossary of Emergency Management terms are included below. OPL aligns its use of these terms with the City of Ottawa's use.

Area of Refuge: An area within a facility for persons requiring assistance during a building evacuation that can serve as potentially safe place to remain until emergency services arrive.

Building Authority: Persons identified as being responsible for developing facility-specific procedures for each protective measure in one or more City facilities.

Building Occupants: Persons inside a City facility during a security or emergency situation such as, but not limited to, City employees, Members of Council, volunteers, visitors, contractors and tenants.

Emergency Assembly Area: An area outside a facility that serves as a meeting or gathering point during a building evacuation.

Emergency Kit/Backpack: A kit stocked with various items that can be used to assist staff and emergency responders during an emergency.

Emergency Situation: A situation affecting a City facility that presents danger to or threatens the life, health or safety of employees, tenants, occupants and/or visitors, or which may cause physical or environmental damage.

Incident: Any situation which is part of the standard operation of a service and which causes or may cause an interruption to or a reduction in the quality of service.

IWERI: Individualized Workplace Emergency Response Information (IWERI) provided to employees with disabilities, upon request.

IWERI Plans: Individualized Workplace Emergency Response Information (IWERI) Plans help ensure that staff with temporary or permanent disabilities are able to safely evacuate in the event of an emergency.

Protective Measures: Actions taken before, during or following a security or emergency situation at a City facility to eliminate or reduce an immediate threat to life, and protect public health and safety. The City of Ottawa recognizes the following four protective measures:

- **Building Evacuation:** A response to an immediate or imminent threat or hazard inside a facility. Occupants are required to exit the facility to a safe location.
- **Shelter in Place:** A response to an immediate or imminent threat or hazard external to a facility (typically atmospheric or environmental in nature). Exterior doors will be closed. Exit from the facility is discouraged.
- **Secure Facility:** A response to an immediate or imminent threat or hazard external to a facility. Exterior doors will be closed and secured. Exit from the facility is strongly discouraged.
- **Lockdown:** A response to an immediate threat inside a facility. Daily routine is suspended.

7. SUPPORT DOCUMENTS

Supporting this plan are a series of internal administrative documents including those listed below:

City of Ottawa Emergency Management Program Municipal Emergency Plan
ICS Canada Forms
OPL Emergency Notification and Escalation Procedure
OPL Protective Measures Policy
OPL Emergency Response Procedures
OPL Joint Health and Safety Committee's Workplace Inspection Tool