



Ottawa Public Library Emergency Plan

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Please contact Planning and Board Support

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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, basic strategies, processes, and mechanisms by which the OPL mobilizes resources and conducts activities to guide and support emergency management efforts.

Recognizing that the OPL is an agency of the City of Ottawa (City) with shared services in many areas (e.g. facilities maintenance), this plan supports, and is an integrated component of the *City's Emergency Plan*. In the event of a City-wide emergency, the 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 flexible and scalable basis to provide effective mitigation, response, and recovery efforts in the event of an emergency.

1.1 Context

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

As per the Ottawa Public Library Board Policy OPLB-002 Delegation of Authority, the OPL Board has delegated to the Chief Executive Officer 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 then the OPL Board.

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 Objective

The aim of the Plan is to provide the framework for the extraordinary arrangements and measures that may have to be taken to maintain public confidence in OPL. The Plan is supported by series of key subcomponents (e.g. policy, procedures, guidelines) detailing specifics with respect to response actions.

The goals associated with the Plan include:

- Ensuring employees and customers receive appropriate information about, and are given clear, calm, and expert direction to respond to, an emergency situation;
- Informing Senior Management, OPL Board, Elected Officials, and the City's Office of Emergency Management about the nature of the emergency situation;
- Keeping employees, customers, and key stakeholders updated as information is available;
- Ensuring staff are aware of their roles and responsibilities in an emergency situation, and ensuring IMS training for personnel assuming EOIMCC functions; and,
- Efficiently and effectively carrying out the required duties in preparation for, mitigation of, and response to, an 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 and the City's Office of Emergency Management, the Planning and Board Support department provides the knowledge, skills, training, tools, and techniques necessary to ensure success in responding to an emergency.
- Depending on the scale and duration of an emergency, the OPL may require the support and expertise of personnel from other 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 MANAGEMENT SYSTEM (IMS)

The IMS is a standardized approach to emergency management encompassing personnel, facilities, equipment, procedures, and communications, operating within a common organizational structure. The IMS is predicated on the understanding that in any and every incident there are certain management functions that must be carried out, regardless of the number of persons who are available or involved in the emergency response.

The Province of Ontario has approved the doctrine on the IMS for Ontario. In alignment with the City, OPL supports this doctrine and has adopted a decision centre structure to support the Incident Management System, including its functional organization, standard roles and responsibilities, and supporting IMS principles.

2.1 IMS Response Goals

The OPL EOIMCC strives to maintain public confidence by addressing the following IMS response goals to lead the EOIMCC members in the identification and development of the strategy and response:

- protecting the health and safety of employees;
- protecting infrastructure and property;
- protecting the environment; and,

- reducing economic and social losses.

2.2. IMS Principles

There are several standard operating principles that guide how the IMS organization functions:

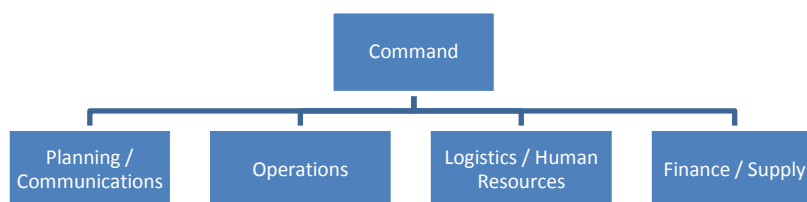
- Five major functions: Command, Planning, Operations, Logistics, and Finance;
- Establishing and transferring command;
- Single or unified command;
- Management by objectives;
- Manageable span of control;
- Modular organization;
- Unity and chain of command;
- Common terminology;
- Consolidated Incident Action Plans (response plans);
- Personnel (accountability);
- Integrated communications; and,
- Comprehensive resource management.

2.3 IMS Structure

There are five major functions that form the foundation of the IMS structure and make up the structure of the EOIMCC (figure 1). These functions apply whether handling a routine emergency, planning, or organizing for an anticipated event, or managing a response to a disaster. There are several additional functions associated with the IMS Structure, and the OPL Plan consolidates some functions to align with business resources. These include Communications, Human Resources, and Supply. The OPL IMS Structure is:

- Command;
- Planning / Communications;
- Operations;
- Logistics / Human Resources; and,
- Finance / Supply.

Figure 1: OPL IMS Command Structure



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

The OPL has developed a matrix identifying primary, secondary, and tertiary members to hold the positions that may be assumed when emergency operations are activated. Identified staff have received the required training to ensure they understand the IMS structure, and their roles and responsibilities as noted below, in an emergency situation. While not all management employees have an identified role on the matrix, all are trained on the IMS and have the tools and resources to fulfill the roles as may be required.

2.5 Roles and Responsibilities of the IMS Management Function

The key roles and responsibilities of the OPL IMS Management Function are:

Command - Responsible for all service activities, including developing strategies and tactics, and ordering and releasing resources. Has overall authority and responsibility for conducting and managing all service operations.

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.

Operations - Conducts tactical operations to carry out the Incident Action Plan. Develops the tactical objectives and organization, and directs all tactical resources.

Logistics / Human Resources - Provides services and support needs for the incident (for example, equipment, supplies, ground support, etc.).

Finance / Supply - Monitors costs related to the incident. Provides accounting, procurement, time recording, and costs analyses support.

In addition to the above IMS functions, and in keeping with the City alert procedure, OPL has identified Departmental / Service Duty Officers (SDO) and Corporate Duty Officers (CDO) who are trained and scheduled to ensure 24/7 availability.

The OPL Departmental / Service Duty Officer is the single point of contact in an emergency situation, and is responsible for providing situational awareness, guidance, and support to the organization. The OPL Departmental / Service Duty Officer is responsible for assessing the situation at hand and determining if notification to the OPL's Corporate Duty Officer, or in larger-scale instances the City's Corporate Duty Officer, is required. The OPL Departmental / Service Duty Office is the main link with the City at the operations level.

The OPL Corporate Duty Officer is the senior person responsible for OPL during an emergency situation, and is the OPL's link with the City at the Executive Level. Where the Departmental / Service Duty Officer is the single point of contact for operational-level issues, the OPL Corporate Duty Officer is on hand to provide strategic advice or support as may be required, and decision-making and direction depending on the nature of the emergency.

3. NOTIFICATION, ESCALATION, AND COMMUNICATION

The OPL Emergency Management 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 the Ottawa Public Library or community. OPL recognizes that staff and customers must also remain vigilant and report any unusual and suspicious activities.

3.2 Enhanced 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 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 *Emergency Response Procedures* as may be required to protect property, or the health, safety, and welfare of OPL employees, customers, and the community.

3.3 Notification / Escalation

OPL has established a 24-hour Emergency Contact System, monitored by trained SDOs, to facilitate the notification process in an emergency situation.

It is the responsibility of the on-call Departmental / Service Duty Officer to assess the situation, provide situational awareness to the OPL Corporate Duty Officer and EOIMCC, and determine if notification to the City's Corporate Duty Officer is required. The OPL Corporate Duty Officer has the authority to determine if OPL should go into enhanced or activated operations based on the nature of the incident and in accordance with the escalation criteria outlined in OPL's *Response Escalation Level Guideline*.

3.3.1 Escalation Levels

The IMS identifies five levels of response escalation, of which OPL has the authority to initiate the first four:



Normal: normal daily operations that must be carried out according to standard operating procedures, guidelines, policies and procedures, and legislation.

Situational Awareness: involves notifying services, partners, and stakeholders of evolving situations both privately and publicly to ensure they are aware of the possible impact or consequence on Normal Operations. During this level, the Departmental / Service Duty Officer (SDO) is notified and engaged.

Enhanced Operations: Indicates a potential situation, which is outside of normal operating procedures. This situation is imminent or occurring and could threaten public safety, public health, the environment, property, critical infrastructure, economic stability, or may be politically sensitive. During this level, the OPL Corporate Duty Officer (or delegate) will activate the Emergency Operations and Incident Management Command Centre.

Activated: Activated is the highest level of response to a situation that at the call of the OPL Corporate Duty Officer (or delegate) requires activation of the Emergency Operations and Incident Management Command Centre.

Dependent on the situation, the City's Corporate Duty Officer may be alerted or engaged for full situational awareness and potential coordinated response. Only a higher authority can initiate a State of Emergency (municipal, provincial, federal).

3.4 Communication

Communication is key to the successful management of any emergency situation.

Communication is coordinated through the Departmental / Service Duty Officer until such time that the Commander activates the Emergency Operations and Incident Command Centre, and the communication structure changes to reflect the IMS functions.

3.4.1 Emergency Management Information System

During an emergency situation, IMS forms are used to document and manage information flow; however, the electronic Emergency Management Information System (EMIS) is available through the Office of Emergency Management, and may be the communication tool used.

3.5 Activation

In an emergency, the Departmental / Service Duty Officer, is responsible for activating the *Plan* under the direction of the CEO, their delegate, or the OPL Corporate Duty Officer.

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 EOIMCC uses the IMS structure.

The OPL has identified primary and alternate command centers. 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 / CDO).

Upon notification of an incident, the Departmental / Service Duty Officer will assess the situation and notify EOIMCC members. Dependant on the scale of the situation the SDO may consult the OPL or City Corporate Duty Officer for advice or situational awareness.

Upon notification of an incident, the OPL Corporate Duty Officer will determine the response escalation level. If activated or enhanced operations is required, the EOIMCC will be mobilized.

At this time the OPL Corporate Duty Officer will assume the Commander role and will notify the required personnel for Command Centre functions that an incident has occurred, the level of activated operations, and that their assistance is required in the EOIMCC. If the primary contact is unavailable the Commander (or delegate) will contact the secondary resource. For 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.

The Commander is responsible for overseeing the preparation and management of the debriefing session as part of the Demobilization Plan. To continuously improve in response process, 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 AAR documents the performance of tasks, and where necessary, makes recommendations for improvements.

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

4.1.1 Custodian of the Emergency Plan

The OPL Manager, Planning and Board Support is the custodian of the Plan and is responsible for all required revisions, maintenance, and reviews.

4.1.2 Plan Revision and Review

The Plan is considered a living document and can be revised more frequently if required, to remain sustainable, current, and operable at all times. It is the responsibility of OPL employees and stakeholders to notify the Manager, Planning and Board Support of any gaps in the Plan which may potentially require revision to ensure the Plan's operability and effectiveness.

Minor Revisions: Minor revisions to the Plan are 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, Planning and Board Support on an ongoing basis throughout the year. When minor revisions are made, the Plan will not be redistributed.

Major Revisions: Major revisions to the Plan are 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 Chief Executive Officer. Once approved, the Manager, Planning and Board Support will amend, communicate, and redistribute the Plan.

4.2 Records

The Planning / Communication Section (IMS) is responsible for collecting, maintaining, and safeguarding all event / situation emergency-related documents. Reports and record-keeping assist in maintaining OPL management memory, and are used as technical data for future risk assessment and exercises. All documentation is stored in the Business Information Management Software, with appropriate security levels.

4.3 Policy and Procedure Maintenance

The Manager, Planning and Board Support is responsible for the annual review, maintenance, and communication of revisions to the Emergency Plan, including related subcomponents (e.g. policies, procedures, etc.).

OPL Health and Safety representatives are responsible for ensuring branch and department emergency documentation is available and up-to-date, as outlined in the Health and Safety Checklist.

The Person-in-Charge (PIC) is responsible for updating branch- / department-level emergency documentation with new or revised content upon release, as per the PIC Manual.

4.4 Equipment Maintenance

OPL Health and Safety representatives are responsible for ensuring branch and department emergency equipment is available and in working order, as outlined in the Health and Safety Checklist.

4.5 Security Technology Maintenance

OPL's security technology is governed by the City's Corporate Security Standards, and installed, monitored, and evaluated, by the OPL Manager, Finance and Business Services.

4.6 Facility Maintenance

The OPL Manager, Finance and Business Services is responsible for OPL's Facilities Security Assessments in accordance with OPL's Safety Plan.

4.7 Evaluation and Testing

Testing and evaluating OPL's Emergency Plan, relative documentation, and equipment, is essential in validating plans, training personnel, improving system-wide coordination and communication, identifying gaps and highlighting areas of improvement, and improving individual and organization performance through practice.

The Ottawa Public Library will conduct and evaluate three Emergency exercises per annum: one tabletop, one drill, and one functional. In addition, OPL participates in the City's full-scale exercises (based on their exercise cycle).

The Manager, Planning and Board Support is responsible for the development, review, maintenance, administration, and communication of the Emergency Exercise procedure, exercise schedule, exercise evaluations, and Corrective Action and Improvement Plans.

5. COMPLIANCE

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

This Plan complies with OPL Board policies, and is aligned with provincial and federal legislation, as well as generally accepted standards and best practices in risk assessment and emergency management, this includes:

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

6. DEFINITIONS

This section provides key definitions:

Disaster: a serious disruption to an affected area, involving widespread human, property, environmental, or economic impacts that exceeds the ability of OPL services, partners, or stakeholders to cope using their own resources.

Emergency: any situation that constitutes a danger of major proportions that could result in serious harm to persons, or substantial damage to property that is caused by natural, technological, or human-caused hazards, whether intentional or otherwise.

Events: any situation which requires an extraordinary response to people, property, the environment, the economy, and / or services.

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.

Situation: resources of the Ottawa Public Library (OPL) are planning for, responding to, or are managing or recovering from, an incident, event, or emergency.